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ABSTRACT

This newly updated and revised expansion of the Wisconsin Library Trustee's Manual serves as a comprehensive resource and how-to guide for board members of public libraries that range in size and scope from small to large communities in both urban and rural areas. The manual includes basic information to which every Wisconsin library trustee should have easy access, as well as suggestions to help each trustee become an active and creative participant in designing the emerging leadership role of the public library and library systems in contemporary American life. Topics covered include meeting community needs, the trustee and the law, the ABC's of committees, board and staff relationships, library board policies, financial management, risk management, personnel management, library systems, and available resources and information. Each chapter is followed by a bibliography of reference works and source materials. A combined bibliography and glossary of commonly used library terms may also be found in the final chapter on resources. A subject index is provided, and the manual is printed in loose leaf format to permit easy addition and deletion of changes. (RAA)

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Wisconsin Library Trustee Reference Manual

Prepared for the
Wisconsin Library Trustee Association

by
Opinion Research Associates, Inc.

January 1980

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Wisconsin Department of Public Instruction
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FOREWORD

My staff and I have enjoyed working with the Wisconsin Library Trustee Association and Opinion Research Associates, Inc. in preparing this Wisconsin Library Trustee Reference Manual.

Improvement in library services in the future will depend to a great degree on capable, dynamic leadership from public library trustees. The roles of assessing community needs, developing library policies, working closely with the library administration and evaluating programs and services require diverse communication and organization skills and commitment. Library trustees must join with librarians at the local and state level, government planners and citizens to engage in long range planning to define the mission of the public library and continue to work towards making library services a vital force in the community.

The manual is designed and organized for convenient reference to different aspects of trustee responsibility. We hope that this manual will be useful as you tackle the many challenges and problems in providing the climate for library development.

W. Lyle Eberhart
Administrator
Division for Library Services

ACKNOWLEDGEMENTS

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Betty Brinkman, Secretary-Treasurer
Dorothy Stoikes, Past President
Jack Watson, Director
Mary Carlson, Director
Sophie Aghbashion, Director
William Cohn, Director
Cecelia Zellinger, Director
Lucille Thomas, Director

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Thank you to KC graphics, who provided much assistance in the plan and design of the graphic work in this manual.

Thanks goes to Mr. Quincy H. Hale, a library trustee from La Crosse, who graciously shared ideas from their 1965 building project.

To all those mentioned and anyone I may have missed, my sincere thanks. It is my hope that all of our efforts have produced a manual that will be very useful to Wisconsin Library Trustees.

June Spencer, Director
Opinion Research Associates

This major up-date and expansion of the Wisconsin Library Trustees' Manual was undertaken in response to the requests and stated needs of library trustees from throughout the state of Wisconsin.

The purpose of this revised Manual is to serve as a comprehensive resource and how-to guide for board members of public libraries that range in size and scope of activity from small to large communities in both urban and rural areas of the state.

The Manual includes basic information to which every Wisconsin library trustee should have easy access as well as suggestions to help each trustee become an active and creative participant in designing the emerging leadership role of the public library and library systems in comtemporary American life.

Hints on Using Wisconsin Library Trustees' Manual

The loose-leaf design and independent numbering system used for each chapter of the Manual allow for the easy insertion of additional resource materials and periodic up-dates as they become available. Use of this format also enables you to add whatever worksheets, lists or guides you may need to help you continue to be a fully informed and prepared trustee.

Be sure to refer to the table of contents in order to familiarize yourself with the content and organization of each chapter. Handy key-word tabs separate each chapter in order to help you flip quickly to the information you need, when you need it.

Each chapter is followed by a bibliography of the reference works and source materials consulted in preparation of that chapter. A combined bibliography and glossary of commonly used library terms can also be found in the final chapter on Resources.

An alphabetical index organized by subject follows the final chapter in order to provide easy access to specific references and points of information as you need them.

Any comments concerning the Manual or suggestions for additional inclusions or changes are most welcome and may be submitted by writing or calling Department of Public Instruction, Director, Bureau of Public and Cooperative Library Services, 126 Langdon Street, Madison, Wisconsin 53702; (608) 266-7270.

Making Things Happen . . . Locally

Local Library Information

This section is designed to hold the collection of materials pertaining to the trustee's own library. The chair of the local library board gives the handbook to each new trustee after compiling the following materials in this section:

--a list of the goals and objectives of the library.
--a list of board members' names and addresses.
--a staff list including titles and job descriptions.
--a library policy manual
--by-laws of the board
--library's latest annual report
--library's current annual plan and budget
--minutes of last year's meetings
--statistical reports on circulation, etc.
--publicity brochure copies
--list of available trustee resource materials and organizations
--state and federal regulations
--municipal ordinances

Meeting Community Needs

The Municipal Library Board How & Why It Works

The primary purpose of the municipal library is to serve the citizens of the community. The long standing tradition of local decision-making and citizen participation are reflected in the Wisconsin library legislation.

A trustee is one who administers the affairs of an institution and each board member is a fiduciary - that is, "a person who holds something entrust for another." When trustees accept the position on the library board, they automatically accept the duties and responsibilities of the office.

If trustees violate that trust, they may be subject to removal, suspension, civil damage suits, criminal convictions or fines, and even (rarely) imprisonment. Trustees can not only be held liable for their own acts, but also for the acts or failure to act of other trustees.

Specific powers and duties are spelled out by the Wisconsin Statutes:

Statutory Powers and Duties (from Sec. 43.58, Wis. Stats.)

1. Finances: The library board has exclusive control of all funds collected, donated, or appropriated for the library fund. The board must approve all vouchers related to expenditures of the library, before the bills can be paid by the municipal treasurer.

2. Property: The library board has exclusive control of all land, buildings, and other property acquired by the municipality for library purposes. The board also has the authority to select and purchase a site and to approve the construction of a library building, whenever authorized (by the municipality).

3. Claims: Any person with a claim against the library may submit a written statement of the claim to the library board. If the board then disallows any part of the claim, the person can submit the claim to the municipality.

4. Staff: The library board may appoint a librarian and other necessary employees and determine their duties and compensation.

5. Interagency Coordination: The library board may cooperate with all appropriate government agencies and educational institutions to promote the wider use of books and other library materials.

6. Accountability: Within thirty days after the end of the library's fiscal year, the library board must submit a comprehensive annual report to its municipality and to the Division for Library Services.

Within this trust and the statutory duties and powers, there are other broad responsibilities to the local community which the Wisconsin Library Trustee's Association and the American Library Trustee Association support as a philosophical basis for trusteeship:

**knowledge
**values
**action
**advocacy

Knowledge

--The library board of trustees must be thoroughly familiar with the community and its needs, including governmental systems, educational systems and social and business systems.

--The trustee needs a thorough knowledge of the library and library systems.

--The trustee should be cognizant of citizen values and needs.

--The trustee will need to know federal and state library laws, municipal ordinances, and any related rules, regulations, and policies.

Values

The trustee must be committed to the constitutional rights of all citizens and be ready to stand up for them. These include:

--the right to read;
--the right to speak and be heard; and
--the right to write.

Beyond these basic constitutional rights, the trustee must also be committed to adopting policies, programs and procedures that reflect the values of the community.

Action

The trustees must be committed to action to maintain and strengthen the library system through:

--a creative, continuous planning process;
--cost-effective library operations; and
--continuous monitoring, evaluation and research for quality.

Advocacy

The library trustee has an advocacy role at several different levels:

--The trustee needs to speak for the citizens of the community to assure that quality library services are available.
--The trustee has the responsibility to be the advocate for the library fund to local, state and federal branches of government to ensure that the laws, rules and regulations permit the library to do its work.
--The trustee has a more abstract advocacy role - to promote and expand the cultural life and history of the community through the services of the library.

The Responsibilities and Rights of a Board Member

Responsibilities of a Board Member

The role and rights of a member of the library board are matched by responsibilities crucial to the progress of the board. Many of the responsibilities that follow are mentioned in other chapters of this manual as they pertain to specific subject areas. Each board member should fully expect to assume and encourage other board members to assume the full range of these responsibilities.

--Be fully informed as to the rules and procedures of the board and all subject matters discussed at board meetings.

--Accept committee assignments or other tasks in a cooperative spirit and with the expectation of doing the best possible job.

--Be responsible for seeing that the board receives all of the information it needs, when it needs it.

--Make sure that the library is meeting its contract obligations and that contractors fully meet theirs to the library.

--Make sure that the library is pursuing the policies established by the board, accomplishing its stated program objectives, and administering its operations and resources effectively and properly.

--Work out solutions to any difficulties which threaten to deadlock or block the board.

--Be responsible for acting as a two-way channel of communication between the full board and the particular community or institution which the individual board member represents.

--Continually assess whether the board is organized adequately to fulfill the role of community leadership and propose any changes needed to correct existing organizational problems.

--Attend all library board meetings and assure that meetings are open to the public (except for personnel actions).

--Assist the library in locating new resources - both human and material.

--Know the history and purpose of the library and educate others concerning both.

--Advocate the library needs of the community in library board meetings as well as in the community.

--Continually assess the training needs of board members and participate in training sessions.

--Be thoroughly informed of the financial management of the agency.

Rights of a Board Member

Each member of the board has, by virtue of being a member, a number of important rights. Each member is entitled to participate in the board's deliberations and actions to the same extent as any other member, with the exception of the added authority given by the board to its officers.

The basic rights of each board member include the following:

--To bring any concern about library activities to the attention of the whole board, whether the concern originates in the community the member represents, or is his/her own concern.

--To initiate any relevant new business for the board's consideration through a motion in a board or committee meeting.

--To express opinions about issues or proposed items of business before they are placed before the board for vote (except when debate has been limited in advance and the member is not recognized during the allotted time).

--To request additional information on any subject under consideration and to personally question anyone who testifies before the board before a vote is called.

--To organize support of board members (not staff) for or against any matter which is brought before the board for a vote, either before or during a meeting.

--To obtain a complete and up-to-date list of board members and to have their voting records compiled.

--To question or recommend any other matter necessary to effective organization of the board or completion of its business.

--To ask the chair to clarify the way in which a meeting is being conducted at any time.

--To request that a vote be taken in a particular manner (roll call, hands, voice, or secret ballot).

--To request a summary of the policies and procedures which the board has developed throughout its history.

--To request changes in minutes as printed before they are approved in order to assure that they more accurately reflect what actually happened in the meeting.

--To request that a member's opposition to any action passed by majority vote be noted in the minutes.

--To move to defer action on any item of business until a later date.

--To be informed of business scheduled for consideration at a meeting in sufficient time to allow its presentation to citizens for their advice before action is required.

--To discuss what has happened or is expected to happen at board meetings with other board members, the community, or any other interested party.

--To marshall forces within or outside the board to support or review a measure previously passed.

--To seek re-consideration, under the rules of the board, of any measure previously passed.

--To ask to be appointed to a committee in which the member has a particular interest.

--To remain silent or abstain.

--To request that an informal review of fiscal affairs of the library be undertaken.

In summary, the rights of a board member are:

--To initiate new business.

--To request information.

--To express opinions.

--To request summary.

--To organize support.

--To marshall forces.

--To vote "No."

Municipal Library Boards

There are six major determinants of library board structure, organization and process:

The Wisconsin Statutues
The Library Board By-Laws
Municipal Ordinances
Board Operating Policy
Board Norms (traditional, but unwritten ways of operating)
Individual Board Members' Values, Skills and Attitudes.

Wisconsin Statutory Requirements

The basic structure and form of municipal libraries is defined in Section 43.54 of the Wisconsin Statututes (See Attachments for entire chapter).

A. Number of members: The statutes prescribe the number of members according to kind and size of municipality:

5 members for villages and towns,
7 members for counties and cities of the fourth class,
9 members for cities of second and third class.

B. Appointments:

1. The Mayor, county board chairman, village president or town chairman appoints with the approval of the governing body.

2. Membership restrictions:

   a. Members must be residents of the municipality except two may be residents of adjacent towns.

   b. At least one trustee shall be a school district administrator or his/her representative. This member shall represent the interests of public schools and their students. If the school district administrator cannot serve, he/she should designate a representative. If more than one school district exists in the area served, each need not be represented. The school district administrator or representative is a voting member.

   c. Only one member of the governing body (i.e., city council, county board, town board, village board) may be on the library board, but there is no requirement that any representative be appointed. The line of communication created by such an appointment is, however, desirable.

d. Other considerations:

If the library serves residents of more than one municipality, representation from the entire service area may be provided in the following ways:

(1) Two members may be representatives of adjacent towns (2.a above).

(2) Two or more municipalities may form a joint board (Sec. 43.56, Wis. Stats.). Each municipality provides financial support for the library and appoints members to the board. The resolution creating the library should stipulate details of the agreement and membership. City/county or village/town libraries are the most common form of joing boards.

(3) If an adjacent municipality contributes 1/6 of the budget of the library as part of a contractual agreement, the chairman of that municipality with approval of the municipal board shall appoint one member. If an adjacent municipality contributes 1/3 of the library budget, the municipality chairman shall appoint two members. (As county services and public library systems develop, township contracts are normally replaced by county support. In this case, the alternatives in (1) and (2) are appropriate.)

C. Terms of office: Regular appointments are for three years, with staggered terms for continuity.

D. Compensation: No trustee may receive compensation for service, but can, at the discretion of the library board, be reimbursed for "actual and necessary expenses incurred outside the municipality (i.e., mileage, incidental expenses, meals and lodging)."

E. Quorum: A majority of the trustees normally constitute a quorum, but the statutes provide that a board may by regulation (by-laws) provide that three or more members shall constitute a quorum.

F. Election of officers: Election of officers must occur annually and within 30 days after the date of beginning member terms.

G. Vacancy filling: Appointment is the usual procedure. For special circumstances see Attachment I, Sample By-Laws (Sec. 43.54(3) Wis. Stats.).

The Library Board By-Laws

The municipal library board of trustees, through its by-laws and its policies, also sets up the structure, organization and procedures utilized by the board.

A. Meetings:

1. Traditional board procedures establish the dates, times and frequencies of meetings in the by-laws. Now, more commonly, the by-laws establish only frequency and the date of the annual meeting and leave the precise dates and times for other meetings to be established in board operating policy. The advantage in the latter method is that increased flexibility is achieved in order to meet the needs of current board members.

2. Special meetings: The by-laws usually stipulate that special meetings may be called by the chairman or upon written request of a majority of the members. The by-laws should also stipulate that written public notice be given within a specified period of time and written notice be given to all members.

3. Open meetings: The library board is a public business and as such the Wisconsin Statutes require that public notice be provided and the meetings be open (except for personnel matters). It is, however, wise to reinforce this open meeting concept through the by-laws. See Attachment I, Secs. 19.83 and 19.85 (exceptions to open meeting law), Wis. Stats.

B. Officers:

1. The by-laws should stipulate the board officers, their duties, responsibilities and authority -- the statutes indicate only that the president, "and such other officers as they (the board) deem necessary" be elected.

2. Election of officers: The procedures for nomination and election of officers as well as the procedures for filling officer vacancies in mid-term should be spelled out in the by-laws. (Term of the officers is one year by statute.)

C. Conflict of interest statement: A statement defining trustees' policies on conflict of interest should be made in the by-laws or board policies.

D. Committees:

The by-laws frequently provide for the establishment of committees for such purposes as the board designates. Committees are advisory, unless other powers are specifically delegated by the board.

The by-laws may simply provide that "the chairman may establish such committees and/or subcommittees as deemed appropriate to facilitate the board's work."

E. Conduct of meetings:

The by-laws establish the operational rules, such as rules for decision-making for the board (i.e., Robert's Rules of Parliamentary Procedure). Board operating policy will define the ways in which committees will function. (See Attachment I for suggestions on committee meeting format.)

The by-laws should stipulate the manner in which the by-laws can be amended. This statement should include: 1. how notice will be given; 2. how many successive votes need to be taken; and 3. special vote requirements (simple majority, 2/3 vote, etc.) if different than normal.

Municipal Ordinances

Municipal ordinances that create a library sometimes specify its relation to municipal government, defining its scope of authority and the library trustees' responsibilities. Trustees may wish to work to modify any ordinances which appear to hamper effective functioning of the library board or the library itself.

Board Operating Policy

Organizational policies as they relate to board structure and function are more detailed than the by-laws. They define specifically the roles and relationships of the board and staff along with the responsibilities and authority of each.

For example, a policy relating to the responsibility for developing the agenda for board meetings would carefully define relationships and role of the chair, chief librarian and board members. It might say:

> "An agenda is developed by the board chair in cooperation with the chief librarian. Board members or the general public who wish to have an item brought before the board must submit the agenda item in writing at least seven days before the board meeting in sufficient detail so that the chair/librarian will understand the nature of the issue."

Following are examples of board operating policies:

1. Procedures for agenda development.
2. Attendance - excused, unexcused absences.
3. Establishment of standing committees - such as personnel, budget and/or financial, planning, building and maintenance, and a definition of their roles and responsibilities, selection processes and membership.
4. Establishment of board grievance procedures.
5. Establishment of committee processes and procedures - such as a confidentiality policy on personnel committee deliberations.

Board Norms

Board norms are those unwritten but customary methods of board operation established through practice.

Sometimes library boards (as well as other boards) consider themselves "too small," "too poor," or "not skilled enough" to develop written policies on board organization and processes. Everything is done informally, "the way we have always done it."

Failure to put policies into writing often is cause for misinterpretation, disagreement or occasionally lawsuits.

The "Order of Business" for board meetings used to be established by policy and followed very rigid formats. The newer method is to streamline the meeting and vary parts of the meeting format in order to make meetings more stimulating and/or to meet special needs of the board.

A traditional "Order of Business" commonly recommended by library trustee manuals as a policy for board operation is:

1. Roll call.
2. Approval of the agenda.
3. Reading of previous minutes.
4. Report of librarian.
5. Correspondence and communications.
6. Report of committees.
7. Unfinished business.
8. New business.
9. Adjournment.

In current board practice, some systematic and time-saving changes have been made that still maintain the integrity of board decision-making. These changes are listed as follows and may be used by library boards, if they feel comfortable in doing so.

1. Rather than calling the roll (a bit silly when there are only eight or nine members and everyone knows who is absent), the chairman states: "Let the records show that all members are present except (names)." The secretary lists members present and absent in the minutes. (See Chapter H, Attachment III, "Why Minutes?")

2. Minutes of the previous meeting are distributed with the agenda and other materials about five days prior to the meeting. The board chair asks for any corrections to the minutes and then asks for their approval as amended. The minutes are NOT read.

3. Correspondence and communications are limited to matters of grave importance. Other correspondence is handled directly by the appropriate committee or staff and included in their reports to the board along with disposition. For example, if a staff grievance were filed, the chair would immediately refer the matter to the personnel committee to handle using board grievance procedures. The personnel committee would then report on the communication and its disposition.

4. The report of the librarian should be as brief as possible and sent to the board in advance for consideration. The librarian's verbal report succinctly restates the issues, provides the latest information, and then asks for questions, comments or discussion. This provides for more interaction between the librarian and the whole board and permits more thoughtful discussion.

5. The financial report relates expenditures to program accomplishments. It compares year to date expeditures with budget and provides rationale for major discrepancies. It also projects the next month's or quarter's expenditures.

6. Very brief committee reports (one or two paragraphs) are written and sent to board members with the agenda and minutes UNLESS the committee has finished a specific task and/or has specific recommendations for action.

7. "Old or unfinished business" was the catch-all term for matters that were unresolved in prior meetings. In current practice many boards eliminate the vague term "old" business and instead list on the agenda specific "items for action" and "items for discussion." Such items might include: motions that have been tabled and referred to committee for study as well as committee recommendations which are proposed as motions after a committee's report in order to introduce them before the board for discussion and vote.

Other norms on board organization and process may include:

1. How the board deals with complex or controversial issues (it may refer them to a subcommittee, rubber stamp the librarian's point of view, bring in an outside consultant, etc.).

2. The establishment of ad hoc or special committees that utilize people outside the board (such as Friends of the Library) to do special projects.

3. The actual behaviors of board members as contrasted to written policy or stated by-laws. (For example, the by-laws and accompanying policy may say that the board is responsible for planning and budget review, but in fact, it is the custom that the librarian does all the work and the board gives only superficial review and study to plans of budgets.)

Individual Board Members' Values, Skills and Attitudes

All of the organizational charts, by-laws and policies are guidelines for behavior. The real organization depends on how each of the board members understands his/her role and his/her relationship to the other board members and the librarian.

It is important for each board member to recognize that policies, by-laws and yes, even the Wisconsin Statutes, are not cast in stone. All can be modified to meet the changing needs and values of local citizens, local libraries and communities, and county and regional systems.

It is the vision, the commitment and the cooperation of the people that determine the form, structure, organization and processes of any library board of trustees. It is the spirit of cooperation, trust and mutual respect between the board and the librarian that determines the effectiveness and leadership of the library within the community.

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ATTACHMENT I
Sample By-Laws

Article I -- Name

This organization shall be called "The Board of Trustees of the _____ Library" existing by virtue of the provisions of Chapter _____ of the Laws of the State of _____, and exercising the powers and authority and assuming the responsibilities delegated to it under the said statute.

Article II -- Officers

Section 1. The officers shall be a president, a vice-president, a secretary, and a treasurer, elected from among the appointed trustees at the annual meeting of the board.

Section 2. A nominating committee shall be appointed by the president three months prior to the annual meeting who will present a slate of officers at the annual meeting. Additional nominations may be made from the floor.

Section 3. Officers shall serve a term of one year from the annual meeting at which they are elected and until their successors are duly elected.

Section 4. The president shall preside at all meetings of the board, authorize calls for any special meetings, appoint all committees, execute all documents authorized by the board, serve as an ex-officio voting member of all committees, and generally perform all duties associated with that office.

Section 5. The vice-president, in the event of the absence or disability of the president, or of a vacancy in that office, shall assume and perform the duties and functions of the president.

Section 6. The secretary shall keep a true and accurate record of all meetings of the board, shall issue notice of all regular and special meetings, and shall perform such other duties as are generally associated with that office.

Section 7. The treasurer shall be the disbursing officer of the board, co-sign all checks, and shall perform such duties as generally devolve upon the office. He shall be bonded in an amount as may be required by a resolution of the board. In the absence or inability of the treasurer, his duties shall be performed by such other members of the board as the board may designate.

Article III - Meetings

Section 1. The regular meetings shall be held each month, the date and hour to be set by the board at its annual meeting.

SAMPLE BY-LAWS (cont.)

Section 2. The annual meeting, which shall be for the purpose of the election of officers and the adoption of an annual report, shall be held at the time of the regular meeting in (month) of each year.

Section 3. The order of business for regular meetings shall include, but not be limited to, the following items which shall be covered in sequence shown so far as circumstances will permit:

a) Roll call of members
b) Disposition of minutes of previous regular meeting and any intervening special meeting
c) Director's financial report of the library
d) Action on bills
e) Progress and service report of director
f) Committee reports
g) Communications
h) Unfinished business
i) New business
j) Public presentation to, or discussion with, the board
k) Adjournment

Section 4. Special meetings may be called by the secretary at the direction of the president, or at the request of _____ members, for the transaction of business as stated in the call for the meeting.

Section 5. A quorum for the transaction of business at any meeting shall consist of _____members of the board present in person.

Section 6. Conduct of meetings: Proceedings of all meetings shall be governed by Roberts' Rules of Order.

Artice IV -- Library Director and Staff

The board shall appoint a qualified library director who shall be the executive and administrative officer of the library on behalf of the board and under its review and direction. The director shall recommend to the board the appointment and specify the duties of other employees and shall be held responsible for the proper direction and supervision of the staff, for the care and maintenance of the library property, for an adequate and proper selection of books in keeping with the stated policy of the board, for the efficiency of library service to the public and for its financial operation within the limitations of the budgeted appropriation. In the case of part-time or temporary employees, the director shall have interim authority to appoint without prior approval of the board, provided that any such appointment shall be reported to the board at its next regular meeting.

Article V -- Committees

Section 1. The president shall appoint committees of one or more members each for such specific purposes as the business of the board may require from time to time. The committee shall be considered to be discharged upon the completion of the purpose for which it was appointed and after the final report is made to the board.

SAMPLE BY-LAWS (cont.)

Section 2. All committees shall make a progress report to the library board at each of its meetings.

Section 3. No committee will have other than advisory powers unless, by suitable action of the board, it is granted specific power to act.

Article VI -- General

Section 1. An affirmative vote of the majority of all members of the board present at the time shall be necessary to approve any action before the board. The president may vote upon and may move or second a proposal before the board.

Section 2. The by-laws may be amended by the majority vote of all members of the board provided written notice of the proposed amendment shall have been mailed to all members at least ten days prior to the meeting at which such action is proposed to be taken.

Section 3. Any rule or resolution of the board, whether contained in these by-laws or otherwise, may be suspended temporarily in connection with business at hand, but such suspension, to be valid, may be taken only at a meeting at which two-thirds (_____) of the members of the board shall be present and two-thirds of those present shall so approve.

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ATTACHMENT II

The Spirit of the Effective Board

The effectiveness of the board is enhanced when:

a. Every board member accepts every other board member with a due appreciation of his/her strengths and a tolerance of his/her quirks and weaknesses.

b. There is an easy familiarity of approach among the members of the board with an awareness of one another's backgrounds and viewpoints.

c. Everyone concerned with a particular decision actually helps to make it.

d. The contribution of each person or group is recognized.

e. The board has a sense of being rooted in some important tradition and of providing continuity for a program which has been and continues to be of importance.

f. The whole attitude of the board is forward-looking, and there is a confident expectation of growth and development in the program.

g. There is a clear definition of responsibilities so that each person knows what is expected of him/her.

h. The members of the board can communicate easily with one another.

i. There is a sense that the whole board is more important than any of its parts.

j. There is a capacity to resolve dissent and discord or, if it cannot be resolved, to keep it in perspective in terms of larger purposes.

k. There is acceptance of and conformity to a code of behavior, usually involving courtesy, self-discipline and responsibility.

l. There is an awareness of the fact that all boards contain clusters or pairs of persons who tend to like or dislike one another, as well as some who may not be closely involved with others; but there is also a capacity to use these personal relationships as effectively as possible to achieve the larger purposes of the program.

m. There is an ability to recognize and use the informal authority of individual board members which arises not out of their specific assignments on the board but their power, connections, wealth, age or ability.

n. In case of internal conflict, the group has the capacity to examine the situation objectively, identify the sources of difficulty, and remedy them.

o. Most important of all, the board members share a clear understanding of and commitment to the cause which the agency serves.

From: Cyril O. Houle, The Effective Board, (New York: Associated Press, 1960).

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ATTACHMENT III

WISCONSIN STATUTES
Subchapter IV

OPEN MEETINGS OF
GOVERNMENTAL BODIES

19.81 Declaration of policy. (1) In recognition of the fact that a representative government of the American type is dependent upon an informed electorate, it is declared to be the policy of this state that the public is entitled to the fullest and most complete information regarding the affairs of government as is compatible with the conduct of governmental business.

(2) To implement and ensure the public policy herein expressed, all meetings of all state and local governmental bodies shall be publicly held in places reasonably accessible to members of the public and shall be open to all citizens at all times unless otherwise expressly provided by law.

(3) In conformance with article IV, section 10 of the constitution, which states that the doors of each house shall remain open, except when the public welfare requires secrecy, it is declared to be the intent of the legislature to comply to the fullest extent with this subchapter.

(4) This subchapter shall be liberally construed to achieve the purposes set forth in this section, and the rule that penal statutes must be strictly construed shall be limited to the enforcement of forfeitures and shall not otherwise apply to actions brought under this subchapter or to interpretations thereof.

19.82 Definitions. As used in this subchapter:
(1) "Governmental body" means a state or local agency, board, commission, committee, council, department or public body corporate and politic created by constitution, statute, ordinance, rule or order; a governmental or quasi-governmental corporation; or a formally constituted subunit of any of the fore-going, but excludes any such body or committee or subunit of such body which is formed for or meeting for the purpose of collective bargaining under subchapter IV or V of chapter III.

(2) "Meeting" means the convening of members of a governmental body for the purpose of exercising the responsibilities, authority, power or duties delegated to or vested in the body. If one-half or more of the members of a governmental body are present, the meeting is rebuttably presumed to be for the purpose of exercising the responsibilities, authority, power or duties delegated to or vested in the body. The term does not include any social or chance gathering or conference which is not intended to avoid this subchapter.

(3) "Open session" means a meeting which is held in a place reasonably accessible to members of the public and open to all citizens at all times.

WIS. STATS., SUBCHAPTER IV (cont.)

19.83 Meetings of governmental bodies.

Every meeting of a governmental body shall be preceded by public notice as provided in s. 19.84, and shall be held in open session. At any meeting of a governmental body, all discussion shall be held and all action of any kind, formal or informal, shall be initiated, deliberated upon and acted upon only in open session except as provided in s. 19.85.

19.84 Public notice. (1) Public notice of all meetings of a governmental body shall be given in the following manner:

a) As required by any other statutes; and
b) By communication from the chief presiding officer of a governmental body or such person's designee to the public, to those news media who have filed a written request for such notice, and to the official newspaper designated under ss. 985.04, 085.05 or, if none exists, to a news medium likely to give notice in the area.

(2) Every public notice of a meeting of a governmental body shall set forth the time, date, place and subject matter of the meeting, including that intended for consideration at any contemplated closed session, in such form as is reasonably likely to apprise members of the public and the news media thereof.

(3) Public notice of every meeting of a governmental body shall be given at least 24 hours prior to the commencement of such meeting unless for good cause such notice is impossible or impractical, in which case shorter notice may be given, but in no case may the notice be provided less than two hours in advance of the meeting.

(4) Separate public notice shall be given for each meeting of a governmental body at a time and date reasonably proximate to the time and date of the meeting.

(5) Departments and their subunits in any University of Wisconsin system institution or campus are exempt from the requirements of subs. (1) to (4) but shall provide meeting notice which is reasonably likely to apprise interested persons, and news media who have filed written request for such notice.

(6) Notwithstanding the requirements of s. 19.83 and the requirements of this section, a governmental body which is a formally constituted subunit of a parent governmental body may conduct a meeting without public notice as required by this section during a lawful meeting of the parent governmental body, during a recess in such meeting or immediately after such meeting for the purpose of discussion or acting upon a matter which was the subject of that meeting of the parent governmental body. The presiding officer of the parent governmental body shall publicly announce the time, place and subject matter of the meeting of the subunit in advance at the meeting of the parent body.

WIS. STATS. SUBCHAPTER IV (cont.)

19.85 Exemptions. (1) Any meeting of a governmental body, upon motion duly made and carried, may be convened in closed session under one or more of the exemptions provided in this section. The motion shall be carried by a majority vote in such manner that the vote of each member is ascertained and recorded in the minutes. No motion to convene in closed session may be adopted unless the chief presiding officer announces to those present at the meeting at which such motion is made, the nature of the business to be considered at such closed session, and the specific exemption or exemptions under this subsection by which such closed session is claimed to be authorized. No business may be taken up at any closed session except that which relates to matters contained in the chief presiding officer's announcement of the closed session. A closed session may be held for any of the following purposes:

(a) Deliberating after any judicial or quasi-judicial trial or hearing.
(b) Considering dismissal, demotion, licensing or discipline of any public employee or person licensed by a board or commission or the investigation of charges against such person, or considering the grant or denial of tenure for a university faculty member, and the taking for formal action on any such matter; provided that the faculty member or other public employe or person licensed is given actual notice of any evidentiary hearing which may be held prior to final action being taken and of any meeting at which final action may be taken. The notice shall contain a statement that the person has the right to demand that the evidentiary hearing or meeting be held in open session. This paragraph and par. (f) do not apply to any such evidentiary hearing or meeting where the employe or person licensed requests that an open session be held.
(c) Considering employment, promotion, compensation or performance evaluation data of any public employe over which the governmental body has jurisdiction or exercises responsibility.
(d) Considering specific applications of probation or parole, or considering strategy for crime detection or prevention.
(e) Deliberating or negotiating the purchasing of public properties, the investing of public funds, or conducting other specified public business, whenever competitive or bargaining reasons require a closed session.
(f) Considering financial, medical, social or personal histories or disciplinary data of specific persons, preliminary consideration of specific personnel problems or the investigation of charges against specific persons except where par. (b) applies which, if discussed in public, would be likely to have a substantial adverse effect upon the reputation of any person referred to in such histories or data, or involved in such problems or investigations.
(g) Conferring with legal counsel for the governmental body who is rendering oral or written advice concerning strategy to be adopted by the body with respect to litigation in which it is or is likely to become involved.

WIS. STATS. SUBCHAPTER IV (cont.)

(h) Consideration of requests for confidential written advice from the ethics board under s. 19.46 (2), or from any local government ethics board.

(2) No governmental body may commence a meeting, subsequently convene in closed session and thereafter reconvene again in open session within 12 hours after completion of the closed session, unless public notice of such subsequent open session was given at the same time and in the same manner as the public notice of the meeting convened prior to the closed session.

(3) Nothing in this subchapter shall be construed to authorize a governmental body to consider at a meeting in closed session the final ratification or approval of a collective bargaining agreement under subch. IV or V of Ch. 111 which has been negotiated by such body or on its behalf.

19.86 Notice of collective bargaining negotiations. Notwithstanding s. 19.82 (1), where notice has been given by either party to a collective bargaining agreement under subch. IV or V of Ch. 111 to reopen such agreement at tis expiration date, the employer shall give notice of such contract reopening as provided in s. 19.84 (1) (b). If the employer is not a governmental body, notice shall be given by the employer's chief or such person's designee.

19.87 Legislative meetings. This subchapter shall apply to all meetings of the senate and assembly and the committees, subcommittees and other subunits thereof, except that:

(1) Section 19.84 shall not apply to any meeting of the legislature or subunit thereof called solely for the purpose of scheduling business before the legislative body; or adopting resolutions of which the sole purpose is scheduling business before the senate or the assembly.

(2) No provision of this subchapter which conflicts with a rule of the senate or assembly or joint rule of the legislature shall apply to a meeting conducted in compliance with such rule.

(3) No provision of this subchapter shall apply to any partisan caucus of the senate or any partisan caucus of the assembly, except as provided by legislative rule.

19.88 Ballots, votes and records. (1) Unless otherwise specifically provided by statute, no secret ballot may be utilized to determine any election or other decision of a governmental body except the election of the officers of such body in any meeting.

(2) Except as provided in sub. (1) in the case of officers, any member of a governmental body may require that a vote be taken at any meeting in such manner that the vote of each member is ascertained and recorded.

WIS. STATS. SUBCHAPTER IV (cont.)

(3) The motions and roll call votes of each meeting of a governmental body shall be recorded, preserved and open to public inspection to the extent prescribed in s. 19.21.

19.89 Exclusion of members. No duly elected or appointed member of a governmental body may be excluded from any meeting of such body. Unless the rules of a governmental body provide to the contrary, no member of the body may be excluded from any meeting of a subunit of that governmental body.

19.95 Penalty. Any member of a governmental body who knowingly attends a meeting of such body held in violation of this subchapter, or who, in his or her official capacity, otherwise violates this subchapter by some act or omission shall forfeit without reimbursement not less than $25 nor more than $300 for each such violation. No member of a governmental body is liable under this subchapter on account of his or her attendance at a meeting held in violation of this subchapter if he or she makes or votes in favor of a motion to prevent the violation from occurring, or if, before the violation occurs, his or her votes on all relevant motions were inconsistent with all those circumstances which cause the violation.

19.97 Enforcement. (1) This subchapter shall be enforced in the name and on behalf of the state by the attorney general or, upon the verified complaint of any person, by the district attorney of any county wherein a violation may occur. In actions brought by the attorney general, the court shall award any forfeiture recovered together with reasonable costs to the state; and in actions brought by the district attorney, the court shall award any forfeiture recovered together with reasonable costs to the county.

(2) In addition and supplementary to the remedy provided in s. 19.96, the attorney general or the district attorney may commence an action, separately or in conjunction with an action brought under s. 19.96, to obtain such other legal or equitable relief, including but not limited to a writ of mandamus, an injunction or a declaratory judgement, as may be appropriate under the circumstances.

(3) Any action taken at a meeting of a governmental body held in violation of this subchapter is voidable, upon action brought by the attorney general or the district attorney of the county wherein the violation occurred. However, any judgement declaring such action void shall not be entered unless the court finds, under the facts of the particular case, that the public interest in the enforcement of this subchapter outweighs any public interest which there may be in sustaining the validity of the action taken.

(4) If the district attorney refuses or otherwise fails to commence an action to enforce this subchapter within 20 days after receiving a verified complaint, the person making such complaint may bring an action under subs. (1) to (3) on his or her relation in the name, and on behalf, of the state. In such actions, the court may award actual and necessary costs of prosecution including reasonable attorney fees to the realtor if he or she prevails, but any forfeiture recovered shall be paid to the state.

19.98 Interpretation by attorney general. Any person may request advice from the attorney general as to the applicability of this subchapter under any circumstances.

ATTACHMENT IV
Wisconsin Statutes

CHAPTER 43

LIBRARIES

43.001 Definitions.
43.01 Library development; purpose.
43.03 General duties of state superintendent.
43.05 General duties of division.
43.07 Council on library development.
43.09 Certificates and standards.
43.11 County library planning committees.
43.13 Division review.
43.15 Standards for public library systems.
43.17 Public library systems; general provisions.
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43.19 Federated public library systems.
43.21 Consolidated public library systems.
43.23 Planning grants.
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43.52 Municipal libraries.
43.54 Municipal library board composition.
43.56 Joint library boards.
43.57 County system of libraries.
43.58 Powers and duties.
43.60 Library extension and interchange.
43.62 Acquisition of property.
43.64 County tax.
43.70 Common school fund.
43.72 Library exchanges.

43.001 Definitions. In this chapter:

(1) "Division" means the division for library services.

(2) "State superintendent" means the state superintendent of public instruction.

(3) "Public library system" means a system established as either a federated public library system under s. 43.19 or a consolidated public library system under s. 43.21.

(4) "Municipality" means a city of the 2nd, 3rd or 4th class, village, town, county or a school district authorized to maintain a public library facility under s. 43.52. Notwithstanding its omission under this paragraph, a city of the 1st class may participate in a public library system under s. 43.19 (3).

History: 1971 c. 152; 1977 c. 418.

43.01 Library development; purpose. The division for library services shall administer a program for the extension and improvement of library services throughout this state in order to bring within the reach of all the people of this state increased opportunities for reading, study and free inquiry. Such a program of library services shall have these objectives:

(1) To promote the organization and improvement of public and school library services with respect to their distinctive objectives and scope.

(2) To encourage local governments and public library boards to make the most efficient use of their library resources by cooperating with other local governments to provide more comprehensive library systems in a manner that is in harmony with the geographic, economic, population and other factors influencing the needs and development of local communities.

(3) To plan and coordinate on a state-wide basis public library services and school library services.

(4) To promote the development of public library services to serve the needs of all citizens and the development of school library services to provide resources needed for teaching and learning in the schools.

(5) To encourage the coordination of public and school library services with other library programs of educational agencies.

History: 1971 c. 152.

Legislative Council Note, 1971: Like s. 43.09. [Bill 47-S]

43.03 General duties of state superintendent. The state superintendent shall:

(1) Appoint under the classified service a professionally trained and suitably qualified library administrator as assistant state superintendent who shall serve under his supervision as administrator of the division for library services.

(2) Make necessary rules for the administration of the division.

(3) Aid in promoting the establishment, maintenance and control of school libraries and prescribe rules for their management.

(4) Accept, on behalf of the state, grants from the federal government or any agency thereof or gifts or grants from any other source to be used under this chapter for the purpose designated.

(5) Enter into an annual contract with the public library in a city of the 1st class for the provision of library services to physically handicapped persons, including the blind and visually handicapped, certified by competent authority as unable to read or use conventional printed materials as a result of physical limitations. Any member of the medical or allied professions, professional persons in the fields of public health, education, library service, rehabilitation, social work and public welfare are considered to be competent authority

History: 1971 c. 152.

Legislative Council Note, 1971: Restates s. 43.10 (1), except sub. (3) is like s. 43.17 (1st sentence). [Bill 47-S]

43.05 General duties of division. The division shall:

(1) Maintain a library to serve individuals and to supplement the collections of public libraries, public library systems, regional resource centers and other types of libraries with specialized information and library resources not appropriately held locally, so that people of this state shall have access to the full range of reference and educational materials, and provide library lending services to state government.

(2) Coordinate state-wide library planning and related research and conduct in-service training and programs of recruiting of librarians for public libraries, school libraries and public library systems.

(3) Facilitate interlibrary loans and other forms of interlibrary cooperation among all libraries in this state, including, without limitation because of enumeration, public, school, academic and special libraries, public library systems, regional resource centers and state-level library and information centers.

(4) Provide professional and technical advisory and informational services to public and school libraries, public library systems and regional resource centers and to their governing bodies, and extend consulting services to state agencies and officers for the purpose of improving specialized libraries, to communities desiring to establish libraries and to school districts desiring to establish libraries.

(5) Contract for service with libraries to serve as resources of specialized library materials not available within public library systems or the reference and loan library of the division.

(6) Collect library statistics, make studies and surveys of library needs throughout the state and publish the findings.

(7) Ascertain which libraries in this state can suitably care for and advantageously use copies of the public documents printed at the expense of this state, including printing under ss. 35.28 and 35.29. The division shall designate such libraries as depositories of state documents and shall furnish lists of such depositories to the department of administration, to govern the distribution under s. 35.83 (2) (b). All libraries designated as depositories for federal documents shall automatically be designated as depositories for state documents. Such lists shall show, for each depository library, the number of copies of each printed state document it is to receive.

(8) Develop and make available desirable standards for public and school libraries.

History: 1971 c. 152.

Legislative Council Note, 1971: Restates and rearranges ss. 43.10 (2) and 43.14.

Sub. (5) is new and allows the division to contract with large or specialized libraries in the state to provide resources not normally available in local libraries, so as to avoid the costly duplication of such resources.

Sub. (8) is adapted from s. 43.12 (1). [Bill 47-S]

43.07 Council on library development. The council on library development shall advise the state superintendent with regard to the general policies and activities of the state's programs for library development and interlibrary coordination.

History: 1971 c. 152.

Legislative Council Note, 1971: Restates s. 43.11. [Bill 47-S]

43.09 Certificates and standards. (1) PUBLIC LIBRARIANS. The division shall issue certificates to public librarians and promulgate, under ch. 227, necessary standards for public librarians. The qualifications for public librarians shall be based on education, professional training and experience. Certificates already granted prior to December 17, 1971, shall remain in effect.

(2) PUBLIC LIBRARY SYSTEMS. (a) The division, by rule, shall promulgate necessary standards for public library systems. Such rules shall be consistent with s. 43.15 and shall be

established in accordance with ch. 227, except that the division shall hold a public hearing prior to adoption of any proposed rule. In addition to the notice required under s. 227.021, the division shall endeavor to notify each public library of such public hearings. Standards for public library systems shall be based on the population served, adequacy of the buildings and physical facilities, the qualifications and number of personnel, book resources and other library materials, financial support and such other standards as the division finds necessary to ensure adequate library service.

(b) The division may provisionally approve, based on lesser standards than those set under par. (a), a newly established public library system for not more than 5 years. To be eligible for provisional approval, a system shall have a plan approved by the division which provides for compliance with the standards under par. (a) at the end of the period of provisional approval.

(3) COUNCIL ON PUBLIC LIBRARY CERTIFICATES AND STANDARDS. The council on public library certificates and standards shall advise the division with regard to the development of standards under subs. (1) and (2).

History: 1971 c. 152.

Legislative Council Note, 1971: Sub. (1) is based on s. 43.12. Consistent with modern trends in law-making it removes the very detailed statutory minimum requirements in present law and replaces them with a general directive to the division to establish certificating requirements.

Sub. (2) is new. Par. (a) directs the division to establish standards, by administrative rule, for public library systems. By requiring notices and public hearings, it seeks to guarantee public involvement in the development of those standards. Par. (b) permits the establishment of a public library system, for a limited length of time, even though it initially meets less than the full standards promulgated by the division.

Sub. (3) is new and directs the council established under s. 15.377 (3) [see SECTION 2] to advise the division on appropriate matters. [Bill 47-S]

43.11 County library planning committees. (1) CREATION. Any county board may appoint a county library planning committee under this section. If a county board, in a county where all public library service is administered or coordinated by an existing library board, determines to appoint a committee under this section, the existing library board shall serve as the county library planning committee. The county board shall notify the division immediately upon appointment of the committee.

(2) ORGANIZATION. (a) The county library planning committee shall be composed of not less than 7 nor more than 15 members. The residence of members shall reflect the population distribution within the county. The membership shall include representatives of existing public libraries in the county. One member only shall be a member of the county board. Appointments shall be for 3 years or until the committee's final report is accepted by the county board and the division, whichever occurs first.

(b) Annually, the committee shall select a chairman, vice chairman and secretary from its membership. The committee shall meet at least once every 3 months and more often on the call of the chairman or a majority of its members.

(c) No compensation may be paid to the members of any committee for their services but they shall be reimbursed for their actual and necessary expenses incurred in performing committee duties. The committee also may incur expenses related to the preparation of reports and the utilization of special consultants. Expenses under this paragraph shall be reimbursed from the planning grant under s. 43.23.

(3) DUTIES. (a) The committee shall investigate the potential of a public library system in the county and adjacent counties, and prepare a plan for the organization of a county or multicounty system. It shall conduct public hearings to which representatives of all libraries in the county shall be invited and shall cooperate with similar committees of adjoining counties for the purpose of planning multicounty public library systems.

(b) The committee's final report, including a plan for initial and long-range services and copies of any written agreements necessary to implement the proposed system, shall be filed with the county board and submitted to the division. Plans for multicounty systems shall include a method for allocating system board membership among library representatives and public members.

(4) DISSOLUTION. The committee shall be dissolved either after 3 years or when its final report has been accepted both by the division and the county board, whichever occurs first.

History: 1971 c. 152.

Legislative Council Note, 1971: Based on s. 43.255 which is modified to take into account the possibility of multicounty cooperation in planning library systems. This section insures that the initiation of and planning for systems will be conducted at the local level and thereby reflect local needs and situations.

If a moribund committee is dissolved under sub. (4), a new committee may - if the county board so chooses - be appointed to continue the planning study. [Bill 47-S]

43.13 Division review. (1) (a) No public library system may be established without the approval of the division. In reviewing final reports submitted by county library planning committees, the division shall consider, in addition to the standards set forth in s. 43.15, the proposed system territory, organization and financing, initial and long-range plans for library services, the role of existing multi-jurisdictional service programs in the territory and plans for cooperation with adjoining systems and with other kinds of libraries in the territory.

(b) If the division approves a final report, it shall report such approval to the appropriate county boards and county library planning committees. Upon acceptance by the county boards, the division shall certify to the appropriate county boards the establishment of the public library system proposed by the report, specifying the effective date of the establishment of the system.

(2) A public library system board may submit to the division a plan for the alteration in the territory included within the system or for a change in system organization from a federated to a consolidated system or vice versa. If the change proposed by the plan is approved, the division shall certify such fact to the system board, specifying the effective date of the change.

(3) The effective date of the establishment of a system under sub. (1) or of a change under sub. (2) shall be January 1 of the year specified by the division, except that the effective date of the establishment of a system approved prior to March 1, 1972, may be either January 1 or March 1, 1972.

(4) Any decision by the division under this section may be appealed to the state superintendent.

History: 1971 c. 152.

Legislative Council Note, 1971: This section is new and provides state review of locally developed plans so that the most effective use is made of existing library resources and to guarantee a logical pattern of system development. [Bill 47-S]

43.15 Standards for public library systems. A public library system shall not be established unless it meets the requirements under this section.

(1) POPULATION. The territory within the system shall:

(a) Contain at least one public library established under s. 43.52 in a city which, at the time of the system's establishment, has a population of more than 30,000. Any contractual arrangement existing on December 17, 1971, among a number of units of government whose territory consists of at least 3,500 square miles, and under which a multi-jurisdictional library service program is operated, which meets the requirements of this section other than the requirement for a city having a population of 30,000 or more shall be deemed to meet such requirement if it provides in the system plan for access by contract to the resources and services of a public library in a city having a population of 30,000 or more which is participating in a system.

(b) Have, at the time of its establishment, a population of 85,000 or more. Temporary certification shall be given to those systems which the 1970 census shows to have a population of at least 80,000. After January 1, 1981, no new system may be established, nor may a system be continued under temporary certification, containing territory having a total population of less than 85,000.

(2) FINANCIAL SUPPORT. Each county proposed to be included within a system shall demonstrate, to the satisfaction of the division, its ability to comply with s. 43.24 (2).

(3) TERRITORY INCLUDED. (a) A consolidated system shall consist of one county only. A federated system shall consist of one or more counties.

(b) No more than one system may be established within a single county. If territory of a city or village lies in 2 or more counties which are not in the same public library system, the municipal library board or, if no such board exists, the municipal governing body shall determine the system in which the city or village will participate.

(4) METHOD OF ORGANIZATION. The system shall have a designated headquarters library and be organized as either of the following:

(a) A federated system in which the governing body of each included county, and those of its underlying cities, villages and towns as have public libraries and are participating in the system, enter into written agreements for library services to be provided by the designated headquarters library or other system participants, except as provided in s. 43.64 (2). The written agreements shall provide for each included county to furnish library service to residents of those cities, villages and towns not maintaining a public library. A single-county public library system, whether federated or consolidated, may become part of a multicounty federated system by written agreement of the county board.

(b) A consolidated system in which the included county and its underlying cities, villages and towns form a single library system, except as provided in s. 43.64 (2). The county may for such purpose take over and acquire any library property by the consent of the authority controlling that property.

History: 1971 c. 152.

Legislative Council Note, 1971: This section is new and sets forth certain standards to be met by public library systems and the methods of organization of the 2 types of systems.

Sub. (1) assures that public library systems will have enough population to justify and fully utilize the wide range of services and facilities necessary for modern effective library service.

In par. (a), the requirement of a city of 30,000 population guarantees at least one population concentration of sufficient size to encourage and justify the development of a diversified library collection and varied service [illegible] staffed by trained personnel. In addition, such a city is likely to have existing public library strength upon which a system may build. To create such strength anew would be prohibitively expensive. The system population minimum of 85,000 in par. (b) is intended to further assure that each system will have a large enough total population to support and utilize comprehensive library services.

The requirement for continued adequate local support referred to in sub. (2) is more fully explained in the Note to new s. 43.24 (2).

Sub. (3) follows from others which establish the county as the taxing and governmental unit for public library systems. Federated systems may be either single-county or multicounty systems. Consolidated systems will consist of single counties only, to avoid establishing a new level of government - as a multicounty consolidated system would be. The subsection also specifies that a county may participate in only one system.

Sub. (4) sets forth the nature of the 2 types of public library systems.

Par. (a): a federated system may be formed by written agreements between the county board and the governing bodies of local governments within the county to establish a system of library services throughout the county or counties served by the system. A municipality maintaining a public library is not required to join the system and, if its library expenditures are equal to what its share of the county library tax would be, is not subject to any county library tax which may be levied. Under the federated system, the existing libraries and their library boards continue and maintain their autonomy and control over their own local programs. The county itself will be responsible for library service to areas which do not have a public library.

Par. (b): under a consolidated system, a county and all its underlying municipalities (except those maintaining libraries and taxing themselves at an equivalent rate who choose to exempt themselves) form a single library system. [Bill 47-S]

A county having a population in excess of 85,000 and which does not presently operate and maintain a library but which contains a city of over 30,000 operating a library, can establish a single-county federated library system. Secs. 43.15 (4) (a) and 43.19. 63 Atty. Gen. 142.

43.17 Public library systems; general provisions. **(1)** BOARD TERMS. Every public library system shall be governed by a board appointed under s. 43.19 or 43.21 upon the initial establishment of a board, the members shall be divided as nearly as possible into 3 equal groups to serve for terms expiring on January 1 of the 2nd, 3rd and 4th years, respectively, following their appointment. Thereafter, regular terms shall be for 3 years and shall commence on January 1. Vacancies shall be filled for the unexpired term in the same manner as regular appointments are made.

(2) BOARD ORGANIZATION. As soon as practicable after the initial establishment of a system, and thereafter in January of each year, the board shall organize by the election, from among its members, of a president and such other officers as it deems necessary.

(3) FISCAL YEAR. The fiscal year of each federated public library system whose territory lies within 2 or more counties shall be the calendar year.

(4) SYSTEM ADMINISTRATION. Responsibility for administration of a public library system shall vest in a head librarian who shall be appointed by and directly responsible to the public library system board.

(5) ANNUAL REPORT. Annually, at the time required by the division, each public library system shall report to the division on its operations, expenditures and territory served during the preceding year, shall submit a plan describing the program for library service to be carried out in the subsequent year and shall furnish such other information as the division requires.

(6) COOPERATIVE SERVICES. A public library system may contract with another such system or with other libraries or resource centers to provide and receive library services.

(7) EXISTING EMPLOYES. No person employed by a participating public library at the time of the establishment of a public library system shall lose, because of such establishment, any salary, fringe benefit or other employment rights in existence at that time.

(8) RETIREMENT. If any employe of a participating municipality under the Wisconsin retirement fund becomes, by virtue of the establishment of a public library system, an employe of that system, the system shall become a participating municipality under the Wisconsin retirement fund.

(9) CONTRACTS AND BIDDING. All contracts for public construction, the estimated cost of which exceeds $1,000, made by a federated public library system whose territory lies within 2 or more counties shall be let by the public library system board to the lowest responsible bidder in accordance with s. 62.15 (1) to (11) and (14). For purposes of this section, the system board possesses the powers conferred by s. 62.15 on the board of public works and the common council. All contracts made under this section shall be made in the name of the federated public library system and shall be executed by the system board president and such other board officer as the system board designates.

History: 1971 c. 152.

Legislative Council Note, 1971: This section is new and sets forth the general provisions applying to all public library systems, whether organized as federated or consolidated systems. [Bill 47-S]

43.18 Withdrawal and abolition. **(1)** WITHDRAWAL. Not less than 3 years after affiliating with a public library system, a municipality may withdraw from the system by adoption of a resolution by a two-thirds vote of its governing body under pars. (a) and (b), if the resolution is adopted at least 6 months prior to the close of the system's fiscal year. The resolution shall become effective at the close of the system's fiscal year.

(a) With the approval of the governing body of each participating city, village and town in the county, a county may withdraw from a federated public library system whose territory lies within 2 or more counties.

(b) A participating city, village or town may withdraw from a federated public library system.

(2) ABOLITION. A county may abolish a public library system whose territory lies only within that county.

(3) PROCEDURE. (a) Prior to taking any action under this section, the municipal governing body shall hold a public hearing on the proposed action and shall publish a class 1 notice, under ch. 985, of the hearing. Notice of the hearing also shall be given by registered mail not less than one week prior to the hearing to the governing body of every other municipality participating in the public library system, to the public library system board and to the division.

(b) A municipality withdrawing under this section from a public library system shall be responsible for its allocated share of the outstanding liabilities of the system on the effective date of its withdrawal.

(c) Upon taking final action under this section to withdraw from or abolish a public library system, a municipal governing body forthwith shall give notice, by registered mail, of the action taken to the governing body of every other municipality participating in the public library system, to the public library system board and to the division.

History: 1971 c. 152.

Legislative Council Note, 1971: This section is new and establishes procedures for withdrawal from or abolition of public library systems. It allows governing units which have agreed to participate in a public library system to withdraw, while guaranteeing a public hearing on the matter and, through its various procedural requirements, protect the remainder of the system from overly hasty or precipitous action. [Bill 47-S]

43.19 Federated public library systems. (1) (a) In a federated public library system whose territory lies within a single county, the system board shall consist of 7 members appointed by the county board. At least 3 members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries of participating municipalities, and at least one of these shall be a member of the library board governing the headquarters library. At least one but not more than 2 members of the county board shall be members of the system board at any one time.

(b) In a federated public library system whose territory lies within 2 or more counties, the system board shall consist of at least 15 and not more than 20 members appointed by the county boards, acting jointly. Appointments shall be in proportion to population as nearly as practical, but each county shall be represented by at least one member on the system board. Each county board may appoint one county board member to the system board, but if there are more than 5 counties, the total number of county board members shall not exceed 5 and county board representation shall be on a rotating basis. The library board governing the designated headquarters library shall have at least one member on the system board. The remaining system board members shall include such representatives of the library boards governing public libraries of participating municipalities and public members appointed from the counties at large as the county board determines.

(2) (a) A federated public library system whose territory lies within a single county shall be deemed an agency of the county. A federated public library system whose territory lies within 2 or more counties shall be deemed a joint agency of those counties, but constitutes a separate legal entity for the following purposes: to have the exclusive custody and control of all system funds; to hold title to and dispose of property; to construct, enlarge and improve buildings; to make contracts; and to sue and be sued.

(b) A federated public library system board shall have the powers of a library board under ss. 43.58 to 43.62 with respect to system-wide functions and services. The local library boards shall retain responsibility for their public libraries in all other areas.

(3) Any county having a population of 500,000 or more and operating a library service program under s. 43.57 shall be paid state aid under s. 43.24 as if it were a federated public library system, if the library boards of the participating municipalities, acting jointly, file a plan describing the service program and proposed use and distribution of the state aid the program is expected to receive with the division and receive the division's approval. Such a program shall meet the standards promulgated under s. 43.09 (2) and is subject to s. 43.17 (5).

History: 1971 c. 152.

Legislative Council Note, 1971: This section is new. Sub. (1) requires that the federated system board include representatives of participating library boards, the county boards of participating counties and the people at large, all appointed by the county boards involved.

Sub. (2) sets forth the authority of federated systems, including those areas where multicounty systems are legal entities. The system board has the power to operate and control system-wide programs; all other powers are reserved to local boards.

Sub. (3) permits Milwaukee county to become a federated system without requiring the reorganization of its existing library system. The subsection requires that this system meet the appropriate standards to qualify for state aids. [Bill 47-S]

See note to 59.025, citing 63 Atty. Gen. 317.

43.21 Consolidated public library systems. (1) In a consolidated public library system, the system board shall consist of 7 members appointed by the county board. In the initial appointment of a system board, at least 3 members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries consolidated into the system. At least one but

not more than 2 members of the county board shall be members of the system board at any one time.

(2) (a) A consolidated public library system shall be deemed an agency of the county by which created.

(b) A consolidated public library system board shall have the powers of a library board under ss. 43.58 to 43.62 and shall be responsible for the total program of public library service for the system territory.

(3) If it is consistent with the terms thereof, a gift, bequest, devise or endowment to a public library becoming part of a consolidated public library system may be taken over by the system board for general use of the system; otherwise, the system board shall maintain it for the benefit of the library to which given.

History: 1971 c. 152.

Legislative Council Note, 1971: This section is new. Sub. (1) requires that the consolidated system board include representatives of the county board, of the public at large and - as initial members - of library boards being consolidated into the system.

Sub. (2) sets forth the authority of consolidated systems and clarifies that such systems are county agencies.

Sub. (3) provides for the use of a gift to a library becoming part of a consolidated system. [Bill 47-S]

43.23 Planning grants. Upon its creation, a county library planning committee becomes eligible for a planning grant to reimburse it for expenses specified under s. 43.11 (2) (c). Expenses shall be fully reimbursed, except that a planning grant may not exceed $2,000. The division shall establish procedures for reviewing applications for payments under the grant. If, upon receipt of an application for payment from a committee, the division is satisfied that the committee expenses are those properly covered under s. 43.11 (2) (c), it shall certify the full approved amount to the department of administration which shall pay such amount to the county for payment to the committee from the appropriation under s. 20.255 (3) (c).

History: 1971 c. 152; 1973 c. 243 s. 82.

Legislative Council Note, 1971: This section is new. It sets forth the mechanics of reimbursing counties for planning committee activities under new s. 43.11. [Bill 47-S]

43.24 State aid. (1) Annually, each public library system shall be paid state aid for the operation and maintenance of the system. The amount paid to each system shall be the total of the following:

(a) For each person residing in territory within the system, 50 cents.

(b) For each square mile of territory within a system, $6 in a single-county system, $9 in a 2-county system, $12 in a 3-county system, $15 in a 4-county system and $18 in a system containing 5 or more counties.

(c) An amount equal to 7% of the total operating expenditures for public library services in territory within the system from local and county sources in the preceding year.

(2) (a) For a public library system to qualify for state aid under this section, the division shall find that a) the municipalities having territory within the system provided financial or other equivalent support for public library service during the preceding year in an amount which, when added to the state aid for which the system will be eligible, is adequate for the support and maintenance of public library service in the area in accordance with standards set under s. 43.09 (2); and b) such support was at a level not lower than the average of the previous 3 years.

(b) For a public library system to maintain its eligibility for state aid under this section it must meet the service criteria specified under pars. (c) to (g).

(c) Each system shall provide the following services during the first year of operation:

1. Interloan of library materials among all participating libraries.

2. Reference and reference referral services from the headquarters library.

(d) Each system shall provide the following services by the end of the 2nd year of operation:

1. Complete library service as provided at the headquarters library or at the resource library if different from the headquarters library to any resident of the system on the same terms as the service is available to residents of the headquarters community.

2. Service agreements with all adjacent library systems.

(e) Each system shall provide the following services by the end of the 3rd year of operation:

1. In-service training for library personnel within the system.

2. Rapid and regular delivery and communication systems.

3. The honoring of valid borrowers' cards of all public libraries in the system by all public libraries in the system.

(f) A public library system shall by the end of the 2nd year of its operation develop formal agreements with other types of libraries in the system area, providing for appropriate sharing of library resources to benefit the clientele of all libraries.

(g) Each system shall engage in continuous planning with the division on developing and maintaining the administrative code rules for personnel and services and on developing the library materials collection to meet the service needs. Such planning shall also include methods of providing service to isolated, disadvantaged and handicapped residents, and of furthering

cooperative activities among all types of libraries in the system area.

(h) A public library system may regain its eligibility when it complies with pars. (c) to (g).

(3) Annually, the division shall review the reports and proposed service plans submitted by the public library systems under s. 43.17 (5) for conformity with this chapter and such rules and standards as are applicable. Upon approval, the division shall certify to the department of administration, the amount to which each system is entitled under this section, prorating the amounts to be paid to each system if the appropriation under s. 20.255 (3) (d) is insufficient to pay the full amount to which each is entitled. Annually on or before December 1, the department of administration shall pay each system the certified amount from the appropriation under s. 20.255 (3) (d). The division may reduce state aid payments when any system or any participant thereof fails to meet the requirements of sub. (2).

(4) The division shall assure through an annual audit and adjustment of aids, as necessary, that no more than 20% of the funds received by systems are used for administrative purposes.

43.24(5) Any interest earned from investment of state aid paid to each public library system under (3) shall be allocated to the library system receiving the aid payments.

History: 1971 c. 152; 1971 c. 211 s. 126; 1971 c. 336; 1973 c. 243 s. 82; 1977 c. 29.

Legislative Council Note, 1971: This section is new and provides state aid for the development of effective library systems in the state.

In sub. (1) the formula for state aid payments is based on 3 elements so as to take into account: (a) service demands upon systems because of the number of people served; (b) increased costs because of distances over which service is provided; and (c) the level of local expenditures during the past year.

Sub. (2) insures that local municipalities contribute their fair share to library support in order for the system to qualify for state aid.

Sub. (3) provides for division review to insure that systems receiving state aid conform to state standards. [Bill 47-S]

43.52 Municipal libraries. (1) Any municipality may establish, equip and maintain a public library, and may annually levy a tax or appropriate money to provide a library fund, to be used exclusively to maintain the public library; and may enact and enforce police regulations to govern the use, management and preservation thereof. After December 17, 1971, any municipality desiring to establish a new public library shall obtain a written opinion by the division regarding the feasibility and desirability of establishing the public library before final action is taken. The division shall render its opinion within 30 days of the time the request is received.

(2) Every public library shall be free for the use of the inhabitants of the municipality by which it is established and maintained, subject to such reasonable regulations as the library board prescribes in order to render its use most beneficial to the greatest number. The library board may exclude from the use of the public library all persons who wilfully violate such regulations.

(3) Any school district which maintained and operated a public library facility prior to December 17, 1971, shall be considered a municipality for the purposes of this chapter.

History: 1971 c. 152 s. 16; 1977 c. 418.

Legislative Council Note, 1971: The changes shown are correctional in nature, except that s. 43.52 (1) is altered to be certain that the division is notified when a municipality is considering establishing a municipal library. The division may submit its advisory opinion on whether such a library should be established for the guidance of local officials and taxpayers, while not forbidding the establishment of local libraries. [Bill 47-S]

43.54 Municipal library board composition. (1) (a) Each public library established under s. 43.52 shall be administered by a library board composed in each city of the 2nd or 3rd class of 9 members, in each city of the 4th class or county of 7 members and in each village or town of 5 members. Members shall be residents of the municipality, except that not more than 2 members may be residents of towns adjacent to the municipality. Members shall be appointed by the mayor, county board chairman, village president or town chairman, respectively, with the approval of the municipal governing body. In school districts authorized to maintain public library facilities under s. 43.52, the library board shall be composed of 7 members appointed by the school board chairperson with the approval of the school board.

(b) Upon their first appointment, the members shall be divided as follows: the 9-member board into 3 equal classes, to serve 1, 2 and 3 years respectively; the 7-member board into 3 classes, 3 to serve for 3 years, 2 to serve for 2 years and 2 to serve for one year; the 5-member board into 3 classes, 2 to serve for 3 years, 2 to serve for 2 years and one to serve for one year, from July 1 in the year of their appointment in the case of cities, towns and villages and from January 1 following their appointment in the case of counties. Thereafter, each regular appointment shall be for a term of 3 years.

(c) The appointing authority shall appoint as one of the members a school district administrator, or his representative, to represent the public school district or districts in which the public library is located. Not more than one member of the municipal governing body shall at any one time be a member of the library board.

(d) No compensation shall be paid to the members of a library board for their services, but they may be reimbursed for their actual and necessary expenses incurred in performing duties outside the municipality if so authorized by the library board.

(c) A majority of the membership of a library board constitutes a quorum, but any such board may, by regulation, provide that 3 or more members thereof shall constitute a quorum.

(2) As soon as practicable after the first appointments, at a date and place fixed by the appointing officer, and annually thereafter within 30 days after the time designated in this section for the beginning of terms, the members of the library board shall organize by the election, from among their number, of a president and such other officers as they deem necessary.

(3) In any city of the 2nd or 3rd class, the common council may, by a two-thirds vote, provide for the reduction of the number of appointive members of the library board to 7. Thereupon, whenever a term expires or a vacancy occurs, no appointment shall be made until the number of such members has been so reduced, whereupon the remaining members shall be by lot divided by the common council into 3 classes, 3 to serve for 3 years, 2 to serve for 2 years and 2 to serve for one year, respectively, from the date of such completed reduction, and thereafter each regular appointment shall be for a term of 3 years, from the succeeding July 1.

History: 1971 c. 152 ss. 19, 20; 1977 c. 418.

Legislative Council Note, 1971: The changes shown are correctional in nature, except that sub. (3) is altered to change the number of members to which a library board may be reduced from 6 to 7, thus guaranteeing an odd-numbered membership. It should be noted that the list of appointing officers in sub. (1) (a) is, in cases where applicable, modified by general provisions on the appointing authority of such other executive officers as city managers and county executives. [Bill 47-S]

43.56 Joint library boards. Joint library boards may be created by any 2 or more municipalitites by appropriate agreement of their governing bodies. When so created, such a joint board shall have all of the powers provided by s. 43.58 and other statutes relating to library boards for the purpose of operating the public libraries of the participating units of government. Without limitation because of enumeration, the agreements relating to the creation of joint library boards may cover subjects such as membership and length of terms of office of board members, and all other appropriate matters pertaining to the creation and operation of such a joint board.

History: 1971 c. 152 s. 19.

43.57 County system of libraries. (1) (a) The county board of any county having a population of 150,000 or more may, pursuant to ss. 43.52 to 43.64, establish and maintain a public library system for the county, and may for such purpose adopt, take over and acquire any libraries already established, by consent of the authorities controlling those libraries.

(b) The county board of any county having a population of 500,000 or more may, by contract with any municipality within the county, extend the jurisdiction of any existing library board therein and provide for the maintenance of a county system of libraries by that municipality.

(2) The clerk of each such county shall submit to the county board, at each annual November meeting, a report covering the preceding fiscal year, showing in detail the amount and proportion of the money expended by the county pursuant to sub. (1) in each village and city. The county board shall thereupon determine the proportionate amount to be raised and paid by each such municipality to reimburse the county for the amount so advanced. Within 10 days after such determination, the county clerk shall charge to each municipality and certify to its clerk the amounts due. Each municipality shall levy a tax sufficient to meet such charge and shall pay over to the county the amounts so certified in accordance with this subsection. The tax shall be deemed a county special tax for tax settlement purposes, but the city or village shall pay over to the county on or before March 22 in each year in cash the percentage of such tax actually collected. The percentage shall be determined by applying the ratio of collection of the entire tax roll of the city or village, excepting special assessments and taxes levied pursuant to s. 59.96, to the amount of the county special tax. If any city or village fails to so raise and pay over such money to the county, the county board may compel such payment.

History: 1971 c. 152 s. 25.

Legislative Council Note, 1971: The changes shown are correctional in nature. The authorization in sub. (1) (b) is limited to Milwaukee county, the only county now using the provision. [Bill 47-S]

43.58 Powers and duties. (1) The library board shall have exclusive control of the expenditure of all moneys collected, donated or appropriated for the library fund, and of the purchase of a site and the erection of the library building whenever authorized. The library board also shall have exclusive charge, control and custody of all lands, buildings, money or other property devised, bequeathed, given or granted to, or otherwise acquired or leased by, the municipality for library purposes.

(2) The library board shall audit and approve all vouchers for the expenditures of the public library and forward such vouchers or schedules covering the same, setting forth the names of claimants, the amounts of each claim and the purpose for which expended, to the municipal clerk or, in the case of a school district acting under s. 43.52, the school board clerk, with a statement thereon, signed by the library board secretary or other designee of the library

board, that the expenditure has been incurred and that the library board has audited and approved the bill. The municipal or school board clerk shall thereupon draw an order upon the treasurer, and the same shall be paid as other municipal orders are paid as provided by s. 66.042 or, where appropriate, s. 120.54.

(3) Any person having a claim or demand against the municipality growing out of any act or omission of the library board shall file with the library board a written statement thereof. If the claim or demand or any part thereof is disallowed, the claimant may bring an action against the municipality in the same manner that an action may be brought after the disallowance of a claim by the common council of a city under the general charter.

(4) The library board may appoint a librarian and such other assistants and employes as it deems necessary, and prescribe their duties and compensation.

(5) The library board may employ competent persons to deliver lectures upon scientific, literary, historical or educational subjects; and may cooperate with the university of Wisconsin system, vocational, technical and adult education schools, the historical society, the department of public instruction, cooperative educational service agencies, school board or other educational institutions to secure such lectures or to foster and encourage by other means the wider use of books and other resource, reference and educational materials upon scientific, historical, economic, literary, educational and other useful subjects.

(6) (a) Within 30 days after the conclusion of the fiscal year of the municipality in which the public library is located, the library board shall make a report to the division and to its municipal governing body. The report shall state the condition of the library board's trust and the various sums of money received for the use of the public library during the year, specifying separately the amounts received from appropriations, from the income of trust funds, from rentals and other revenues of the public library and from other sources. The report shall state separately the condition of the permanent trust funds in the library board's control, shall state in detail the disbursements on account of the public library during that fiscal year and shall contain an estimate of the needs of the public library for the next succeeding fiscal year.

(b) The report to the division shall include data concerning library materials, facilities, personnel, operations and such other information as the division requests.

History: 1971 c. 152 ss. 10, 20; 1977 c. 26, 418.

Legislative Council Note, 1971: The changes shown are correctional in nature, except that sub. (5) is altered to expand the list of cooperating entities and to update the reference to library material. Sub. (6) (b) contains requirements found in s. 43.13 (2). [Bill 47-S]

43.60 Library extension and interchange. (1) The library board of any municipality may, by contract or upon such conditions and regulations as it prescribes, extend the use of the public library to nonresidents of the municipality, or exchange books either permanently or temporarily with any other library.

(2) The library board of any municipality may, by agreement with any other municipality, provide for the loaning of books from its public library, singly or in traveling libraries, to the residents of the other municipality. The other municipality may levy a tax and appropriate money annually to meet its obligations under the agreement.

(3) Whenever the annual sum appropriated by the other municipality pursuant to sub. (2) equals or exceeds one-sixth of the net annual income of the public library during the preceding fiscal year, the mayor, village president or town or county chairman of the other municipality, with the approval of the governing body thereof, shall appoint from among the residents of the municipality an additional member of the library board of the public library and, when such sum equals or exceeds one-third of the net annual income, 2 additional members, for a term of 3 years from the July 1 next succeeding such appointment, and thereafter for terms of 3 years. Whenever the appropriation made is less than the one-third specified, the office of one such additional member of the board and, if less than the one-sixth specified, the office of both shall be vacant from the July 1 next thereafter.

History: 1971 c. 152 s. 23.

Legislative Council Note, 1971: The changes shown are correctional in nature. [Bill 47-S]

43.62 Acquisition of property. (1) Any municipality may purchase or acquire one or more sites, erect one or more buildings and equip the same for a public library or any library already established; or may adopt, take over and acquire any library already established, by consent of the authorities controlling the same.

(2) All persons wishing to make donations of property for the benefit of a public library may vest the title thereto in the library board, to be held and controlled by the board, when accepted, according to the terms of the deed of gift, devise or bequest. As to such property the board shall be deemed special trustees.

(3) (a) If a gift, bequest, devise or endowment is made to any public library, the library board thereof may pay or transfer the gift, bequest, devise or endowment, or the proceeds thereof, to the treasurer of the municipality in

which the public library is situated, may entrust any funds therefrom to a public depository under ch. 34 or may pay or transfer such gift, bequest, devise or endowment to any member of the library board to be selected by the library board and thereafter to be known as financial secretary. The financial secretary shall hold his office only during his membership on the library board and shall be elected annually at the same time and in the same manner as the other officers of the library board.

(b) If any such treasurer or financial secretary holds any property belonging to the public library, the library board shall require a bond from the treasurer or financial secretary to the library board in such sum, not less than double the amount of such property so held by him, and with such sureties as the library board requires. The bond shall be conditioned in substantially the same form as the ordinary bond required from the treasurer of the municipality, with the necessary changes.

(c) The treasurer or financial secretary shall make an annual report to the library board showing in detail the amount, investment, income and disbursements from the trust funds in his charge. Such report shall also be appended to the annual report of the library board under s. 43.58 (6). The treasurer or financial secretary shall also send a copy of each annual report to the commissioner of banking.

(4) Any county may receive, by devise, bequest or gift, property for the purpose of establishing a public library for the county and may enter into an agreement to maintain a public library in consideration thereof, and shall be bound to faithfully perform such agreement. In such case the library board may properly administer the same.

(5) (a) In the case of a gift for a library building, the library board of the municipality shall have the exclusive right to select and contract for the purchase of a site therefor, at a cost not to exceed one-third of the gift. The library board shall report forthwith to the municipal governing body the amount required to pay for such site, and the municipal governing body shall thereupon by resolution include such sum in the next succeeding annual tax levy or provide for an issue of bonds in the required amount.

(b) Whenever the library board certifies to the municipal governing body that it is unable to acquire the site selected for a just and reasonable price and that a just and reasonable price for the site selected does not exceed the amount which may be legally expended therefor, the municipal governing body shall proceed to acquire such site by condemnation. If the compensation awarded in the condemnation proceedings exceeds one-third of the gift, the proceedings shall be valid if, within 60 days after the final award, the excess is provided for by private donation or otherwise. If the excess is not so provided for, the proceedings shall, upon motion, be dismissed with costs.

History: 1971 c. 152 s. 21.

Legislative Council Note, 1971: The changes shown are correctional, except as follows:

In sub. (3), library boards are permitted to entrust their funds under the public depository law as a simpler alternative to existing procedures under this section.

In sub. (5), an archaic reference to Carnegie gifts is deleted, and certain procedures applicable to those gifts are altered to apply generally to all gifts. [Bill 47-S]

43.64 County tax. (1) The county board of a county expending money for public library service to its inhabitants may levy a tax to provide funds for such service and shall include any amount of tax under this subsection in the amount of taxes determined to be levied under s. 70.62 (1).

(2) Any city, town, village or school district in a county levying a tax for a county library under sub. (1) shall, upon written application to the county board of the county, be exempted from the tax levy, if the city, town, village or school district making the application expends for a library fund during the year for which the tax levy is made a sum at least equal to the sum which it would have to pay toward the county tax levy.

History: 1971 c. 152 s. 16; 1977 c. 418.

Legislative Council Note, 1971: The changes shown are correctional in nature, except that s. 43.64 is altered to eliminate a special statement on taxing procedure for library service, and to provide that the amounts to be levied for such services will be treated as part of the regular county levy. As revised, it is the section which will be used, in most cases, for tax-levying purposes by counties participating in public library systems. [Bill 47-S]

Facilities necessary to exempt a municipality from the county tax discussed. 60 Atty. Gen. 389.

A town, city or village which does not maintain a public library, but which makes contributions to a nearby public library, cannot be exempted from the county library tax levy under (2). 65 Atty. Gen. 182.

43.70 Common school fund. (1) No later than October 15 of each year, each school district administrator shall certify to the state superintendent, on forms provided by the state superintendent, a report of the total number of children between the ages of 4 and 20 years residing in his school district on the preceding June 30.

(2) Annually, within 40 days after December 1, the state superintendent shall ascertain the aggregate amount of all moneys received as income in the common school fund prior to that December 1 and shall apportion such amount to

the school districts in proportion to the number of children resident therein between the ages of 4 and 20 years, as shown by the census report certified under sub. (1).

(3) Immediately upon making such apportionment, the state superintendent shall certify to the department of administration the amount that each school district is entitled to receive under this section and shall notify each school district administrator of the amount so certified for his or her school district. Within 15 days after receiving such certification, the department of administration shall issue its warrants upon which the state treasurer shall pay the amount apportioned forthwith to the proper school district treasurer. All moneys apportioned from the common school fund shall be expended for the purchase of library books and other instructional materials for school libraries, but not for public library facilities operated by school districts under s. 43.52, in accordance with rules prescribed by the state superintendent. Appropriate records of such purchases shall be kept and necessary reports thereon shall be made to the state superintendent.

History: 1971 c. 152 s. 12; 1977 c. 418.

Legislative Council Note, 1971: The changes shown are correctional in nature, except for the addition of the phrase "and other instructional material" which modernizes the language of this provision. [Bill 47-S]

43.72 Library exchanges. (1) School library books and other instructional material belonging to one school district may be loaned by the school board of the district to the school board of another school district for use in the school library of that school district, in consideration of school library books and other instructional material similarly loaned in exchange therefor.

(2) Any public library board and the school board of any school district in which a public library is maintained may make such exchanges and loans of books and other instructional material as are agreed upon by such boards for the purpose of increasing the efficiency of both libraries and insuring the best service to the schools and all citizens.

History: 1971 c. 152 s. 14.

Legislative Council Note, 1971: This section renumbers and restates s. 43.23. The last sentence of s. 43.23 (1) is deleted as unnecessary. [Bill 47-S]

C Selection & Qualification Of Board Members

BOARD COMPOSITION: Since the mission of the public library is to serve all segments of the population, it is important to consider that the board membership collectively be diverse and be representative of the community in characteristics of age, sex, socio-economic status and occupation.

SKILL AREAS: In addition, successful functioning of the board as a whole will depend to a large extent on the presence of the following technical skills among the board members:

-Leadership and group process skills.
-Business and management background.
-Financial experience.
-Public relations.
-Legal interpretation.
-Political astuteness.
-Building operation, maintenance and construction.

Individual Qualifications

Lists compiled by trustee organizations agree on the desirable qualifications for effective trusteeship:

"1. Interest in the library, the community and the library's relationship to the community.

2. Readiness to devote time and effort to carrying out the duties of trusteeship.

3. Recognition of the library's importance as a center of information, community culture, recreation, and continuing education.

4. Close acquaintance with community social and economic conditions and with the various groups which constitute the fabric of the community.

5. Ability to work well with others; board members, librarian and staff members and the public served by the library.

6. An open mind, intellectual curiosity and respect for the opinions of others.

7. Initiative and ability to establish policies for successful operation of the library and impartial service to all of its patrons.

8. Courage to plan creatively, to carry out plans effectively and to withstand pressures, prejudices and provincialism.

9. Ability to envision library development to include internal improvement and external expansion.

10. Devotion to the library, its welfare and progress."[1]

NOTES:

1. Virginia Young. The Library Trustee, (New York, 1978) pp. 13, 14.

Trustee Orientation

The librarian, the board chair and the other trustees should provide each new member with an orientation and a warm welcome to the board.

The board chair and the librarian should each try to contact the trustee shortly after the appointment to welcome the member to the board and, if possible, to set up a date to meet in person in order to provide basic materials and to get acquainted.

The chair should provide the trustee with:

-A list of the names and addresses of all board members.
-A staff list including titles and responsibilities.
-A library policy manual.
-The by-laws of the board.
-The library's latest annual report.
-The library's current annual plan and budget.
-The minutes of board meetings for the entire preceding year.
-All statistical reports on circulation, etc.
-Copies of applicable state laws (Ch. 43. Wis Stats.) and local laws relating to the library.
-Copy of this handbook.

The chair should briefly discuss the issues currently before the board without bias, so that the new trustee will have time to ready and think about the issues before the first board meeting.

The librarian has a key role in the trustee orientation process. It is the librarian's responsibility to:

-Invite the new member to visit the library, during which time the librarian can explain the objectives, functions and organization of the library. A tour of the buildings and introductions to staff members will add to the new board member's understanding of the library's place in the community.

-Provide materials including the organization chart, library rules and regulations, recent book lists and other publicity brochures.

-Introduce the new board member to the services of the Division for Library Services, the Wisconsin Library Bulletin and other appropriate professional materials.

-It is very important that the new board member be informed of the role played by area, state and national library organizations and that he/she is encouraged to join these organizations and to take part eventually in their activities.

The other trustees have an important role in making the new trustee welcome to the group by:

-Encouraging participation and questions during the meetings.
-Being willing to take a little extra time to fill new members in on some of the background on issues.
-Being willing to listen to a fresh and perhaps startlingly different approach to old problems.

NOTES:

1. Wisconsin Library Trustees' Manual (Madison, Wisconsin, 1970) page 2 - revised.

LIST OF WORKS CONSULTED

Wisconsin Library Trustees' Manual. Wisconsin Library Trustees Association, Madison, Wisconsin, 1970.

Young, Virginia. The Library Trustee, Third Edition. R.R. Bowker Co. New York, 1978.

D

The Trustee and the Law
Legal Responsibilities & Liabilities

The trustee of the library serves in a fiduciary capacity for citizens and taxpayers of the municipality. A "fiduciary" is defined as a person to whom another's property or the management of another's property is entrusted (thus, "trustee").

In this role the trustee has the responsibility for the general duties stated below.

1. The duty of loyalty:

   -Committing him/herself to support the causes of the library and acknowledging that the best interest of the library must prevail over any individual interest.

   -Assuring that the community gets the highest quality services possible in response to its needs, thus demonstrating good faith to the constituency.

   -Maintaining confidentiality in matters of personnel or other matters protected by law.

2. The duty of care:

   -Acting carefully to fulfill the roles of policy development and monitoring of the library's activities.

3. The duty of attention:

   -Participating actively.

   -Attending meetings regularly.

   -Reviewing the adequacy of record keeping and documentation.

Legal Liabilities of Trustees

1. Errors in Acts in Excess of Authority.

Trustees can be sued if they or their employees make errors when they act outside the scope of their library authority when they are on the job.

Examples: If a librarian advised a library patron to take certain medication and the patron became ill, the patron could sue the trustees. The librarian errored and the act was in excess of her authority (outside her job description) as a librarian.

If the librarian mandated that all employees must wear navy blue dresses or pants with black shoes, or any other DRESS CODE, the trustees could be held legally liable since some courts have held the action is in excess of authority.

2. Nonfeasance.

Trustees can be held liable for failing to act when they should have acted (either to do something required by law or to stop actions that are illegal).

Examples: In an actual New York case, the librarian (and hence the trustees) failed to stop patrons from making duplications of cassettes in violation of the copyright law.

Failure to file Internal Revenue Service quarterly reports or other required reports.

Failure to complete governmental projects or any contract as agreed upon.

3. Negligence.

The trustees may be held liable for the negligence of the librarian or of themselves.

Examples: Failure to secure buildings adequately to prevent theft.

Failure to adequately maintain buildings to make them safe.

Failure to make proper investigations when there is reasonable doubt that adequate management systems are being maintained.

4. Intentional Tort.

Trustees may find themselves liable for statements made in haste or for angry actions of one of their own members or the library staff. The legal liabilities include slander and assault.

5. Unintentional Tort

The trustees may be held liable when a member of the board or the library staff in good faith accuses a person of committing a crime but is mistaken in judgement or identification.

6. Acts in Contradiction to the Law.

Trustees may find that they are liable for failure to act in compliance with state statutes or administrative rules.

Examples:
- -Spending money on the wrong clients.
- -Failure to follow guidelines.
- -Purchasing property without bidding.
- -Arbitrage (the act of borrowing money at a low rate of interest as a library, then reinvesting it at a higher rate in commercial establishments).
- -Speculative investments outside the scope of authority.

7. Conflict of Interest

This occurs when a conflict exists between a person's obligation to the public or constituency and his/her own personal interest.

Examples:
- -Using the attorney on the board to do the legal work for the library.
- -A trustee voting to let a contract to a company in which the trustee owns stock (even if it is the lowest or best bid).
- -Depositing money in a bank in which a trustee is involved as a trustee or employee.
- -Using the accountant on the board to audit or check the board's finances.
- -Payment of trustees.
- -Writing specifications so that only a favorite contractor is eligible.

In these cases the trustees may be personally subject to fines, imprisonment and even loss of license (or admittance to the state bar).

Actions for Trustees to Take to Lessen Liability

Individual Trustees.

1. Be active and encourage all other trustees to be active by attending meetings, studying, questioning, voting on all issues, monitoring progress and maintaining active committees.

2. Limit terms of trustees to no more than six years total consecutive time - preferably no more than two year terms.

3. Enforce the by-law which states that trustees' resignations will be automatic after three unexcused absences from meetings (or change the by-laws to read this way).

4. Read the minutes and make corrections. If not in attendance, ask the secretary to add a note to show how you would have voted had you been in attendance, then explain your position at the next meeting.

5. Vote against proposed actions if you feel you have insufficient information on which to base an opinion. Absenteeism and abstentions are probably not enough to protect you against liability. If you do abstain until more information is provided, follow-up on the issue and let the record show your position.

   If you vote "No," you are probably not liable if the rest of the board votes to do an illegal or improper act.

   Be sure that minutes of each meeting are maintained and that your vote is properly recorded.

6. Don't condone conflicts of interest on the board. A generally accepted rule of thumb is that a trustee or his/her family may not receive any gain (tangible or intangible) in dealing with the library. Write a letter of protest for the record if conflicts are occurring. It protects you.

Total Board.

1. Publish minutes in your own newsletters, the local newspapers, etc.

2. Adopt formally - using a MOTION and after PUBLIC HEARING -- any rules, regulations, policies and budgets.

3. Keep policy and procedure manuals up to date for ready reference.

4. Review fiscal records and controls at regular intervals.

5. Get Directors and Officers Liability Insurance, but recognize that often the coverage does not include civil rights suits.

6. Ask the municipality to indemnify the board.

Seek Outside Assistance.

1. Use attorney for legal matters, investments and controversial issues.

2. Insist on management letters when negotiating with CPA's for annual finance and compliance audits.

3. Contract for an "economy and efficiency" audit every 3-5 years with a firm known to be knowledgeable about library operations.

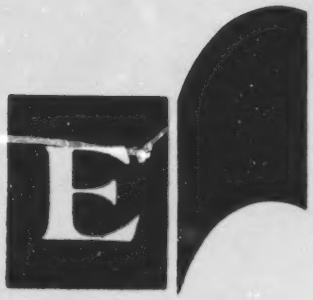
4. Periodically ask for municipal review of fiscal records.[1]

NOTES:

1. Esseks, William and Donald Earnshaw. "Legal Responsibilities of Library Trustees," tapes of speech.

LIST OF WORKS CONSULTED

Esseks, William and Donald Earnshaw. "Legal Responsibilities of Library Trustees," Two tapes of speech given at 94th Annual ALA Convention in 1975. Available from Wisconsin Reference and Loan Library.



Serving as an Officer of the Board

Responsibilities With Rewards

The Chair

Qualifications.

The chair is elected by the majority of the board of trustees to be the chief executive and leader of the board. In selecting a chair, the trustees should consider the following leadership skills:

1. Ability to create an atmosphere in which people work productively together.

2. Ability to organize and coordinate work, delegate assignments and monitor the progress of the group toward its goal.

3. Ability to interpret important factors relating to the problem at hand.

4. Ability to communicate with others in a clear, concise way, both in writing and orally.

Some other interesting clues about leadership from research on the subject debunk myths and should assist in making selection of a chair easier:

1. Leadership is specific to a given situation -- different jobs may require leaders with different backgrounds and knowledges.

2. In general, leadership and executive skills are similar.

3. Technical and specialized knowledge is less important than ability to work with people and make decisions.

4. Sex, age and personality are not determinants of leadership skills.

5. A leader usually has good mental abilities, but not exceptionally superior to the rest of the group.

6. The leader is a well-rounded individual from the standpoint of interests and aptitudes.

7. The leader has an unusual facility with language and is able to speak and write fluently and persuasively.

8. The leader is mentally and emotionally mature.

9. Inner drive and motivation are important qualities -- the leader is a hard worker and seeks out responsibility.

While these clues are important, there is yet another set of key considerations:

1. Is the potential leader committed to achieving the mission and goals of the library?

2. How much time, energy and enthusiasm is the potential leader willing to contribute to the library? (A survey of board presidents indicates that competent leadership requires from a minimum of 10 hours per month for small, stable organizations with low to moderate activity to as much as 60 hours per month when numerous major projects are underway.)

The Chair

Duties and Responsibilities

1. Calls and presides over all board meetings.

   -Preplans meetings;
   -Prepares agenda with librarian and sometimes the Executive Committee;
   -Establishes atmosphere rules for meetings so that everyone has the chance to be heard; and
   -Conducts meetings.

2. Appoints permanent and temporary committees for specific assignments. (See p. 4, Committees chapter.)

3. Monitors the progress of committees between meetings and provides additional assistance as needed (See Work Flow Sheet, Attachment I).

4. As the chief *spokesperson* and public symbol, the chair frequently gets the praise and blame for activities of the library board. He/she gives interviews to all media, speaks at public meetings, governmental hearings, etc.

5. As the chief *representative* of the board, the chair sits on local, regional or national task forces and committees.

6. As the chief *executive officer* of the board, the chair works closely with the librarian and staff between meetings and on special issues. (However, the chair is only a member of the board and cannot make policy, budget or other decisions unilaterally, unless prior delegation of such authority and instruction have been voted by the board.)

7. As chief *executive officer* of the board, the chair works with elected officials on major issues such as:

   -Appointment of trustees;
   -Library budgets and salaries;
   -Building projects (see chapter M); and
   -Other major or critical issues.

8. As chief *executive officer* of the board, the chair receives and analyzes all mail addressed to the board from official grant notices to junk mail and works closely with the secretary to assure follow-up. (The chair's name gets on numerous mailing lists and may be there three years after the term has expired!)

The Board Chair's Role in Supervising Committee Work.

Improving the quality of committee meetings is a topic that gets frequent attention, as well it should, but meeting is not the only function a committee performs. It has been estimated that three to four times more effort is spent before and after the meeting than during the meeting itself.

If the board chair wants to be most effective, he/she will design a program of supervision, consultation, and follow-up of committee assignments.

A chart with room for comments will provide a quick reference point (See page F-V for sample).

Each standing committee should have a work plan with time schedules for the coming year so that the committees' work can be coordinated and the board will have adequate time for its analysis and decision-making. The work plan must not be complex.

Generally a well drawn work plan, with tasks defined, will assist in the determination of how often the committee should meet. If there is not enough work for the committee to meet bi-monthly or quarterly, perhaps the committee should not be a standing committee but an ad hoc committee, or the work of two committees should be combined.

An often heard adage for committee work is, "given a task, a committee will take as long as you give it."

Consequently, as soon as possible after the board's traditional orientation meeting (see chapter D), the board's "Organizational Meeting" should take place. Unlike the orientation meeting, this meeting is ACTION oriented.

It focuses on the board's work plan for the year and shows how each of the committees' contributions will be sequenced to achieve the board's goals. It lays out the protocols for progress and committee reports.

For example: Each committee should notify the chair in writing 5 days before the meeting of its progress. If the committee needs to make a report, needs action from the board, or etc., that request should be specifically stated so that adequate time can be included in the agenda.

It is not necessary to give verbal reports of committee activities unless action needs to be taken or board members have specific questions to ask.

Tips for the Board Chair.

1. Call the committee chair occasionally and talk about their roles in committee work as well as any problems and successes they may be experiencing. Do not carry on official business.

2. If the committee chair has worked well on a particularly hard or time-consuming job, write or call his employer to thank them for the excellent work being done. (The letter often goes into the permanent personnel file of the committee chair.) Blind copy the chair.

3. Meet with the committees as often as possible to show your personal interest in their work. Do not, however, become involved in the discussions or arguments or usurp the leadership role of the committee chair. If you have suggestions concerning how to run the meetings more effectively, make them in private to the chair after the meeting.

4. If the committee chair seems to be unable to handle the committee, of there appears to be other difficulties in the group, analyze the problem using Group Diagnostic Tools (see Attachment II) and jointly develop strategies to assist the committee.

   Four proven methods for keeping up-to-date.

   1. Progress reports for board meetings.
   2. Check progress/activities with phone calls.
   3. Attendance at committee meetings.
   4. Memos from chair to committee.

5. Recognize committees with non-board members. Invite attendance at a regular board meeting. Reward the hardest working non-board member and publicize the event.

6. Subcommittees are the responsibility of the committee chair and should be supervised by the committee chair in the same manner that a committee is supervised. Remember, a subcommittee that has failed to do its work can block the work of the entire board.

Vice President or Vice Chair

Qualifications.

The vice chair should have the same leadership skills as the chair.

Duties and Responsibiiities.

1. Conducts meetings and handles board business in the absence of the chair.

2. May be delegated the responsibility for monitoring the activities of several committees if the board workload is heavy and there are many deadlines to meet.

Special Information.

In case of resignation or death of the chair, the vice chair automatically becomes the chair unless the by-laws provide for other methods.

The vice chair presides in absence of the chair or whenever chair temporarily vacates or steps down from the position.

If the chair should be gone for a long time, the vice chair may exercise all duties of the chair except to change or modify any rules made by the chair.

The vice chair cannot fill vacancies where the by-laws state that such vacancies be filled by the chair.

In case of death or resignation of the chair and when the vice chair does not want to assume the office of chair, the vice chair must resign.

In cases where the vice chair becomes the chair, the office of vice chair is filled by moving up to higher office (1st Vice Chair, 2nd Vice Chair). The by-laws should stipulate how offices are filled.

In absence of the chair, the vice chair is NOT ex-officio a member of any committee. (Webster's Dictionary defines "ex-officio" as "by virtue of one's office or position.")

Treasurer

Qualifications.

1. An understanding of budgeting methods.

2. An inquiring and analytical mind.

3. The ability to understand and explain complex financial systems to others.

3. The ability to question without offending.

4. Time and commitment to the task of analyzing financial management of the library.

Duties and Responsibilities.

1. Is responsible for all of the library's financial monitoring.

2. Usually chairs the budget and finance committee.

3. Usually signs all checks and/or vouchers if not signed by the financial officer of the municipality.

4. Makes regular financial reports to the board, working closely with the librarian.

Secretary

Qualifications.

1. Knowledge of organization.

2. Quick, perceptive mind.

3. Accuracy and speed in taking notes.

4. Clear speaking and reading voice.

5. Ability to draft understandable but concise, diplomatic letters and reports.

6. Good organizational skills.

Duties and Responsibilities.

1. Issues all calls or notices of meetings for the board and committees following requirements set forth in the Wisconsin Statutes (See Attachment III in Chapter B).

2. Takes the official minutes of all board and committee meetings (or reviews and certifies the staff secretary's minutes for accuracy). (See Attachment IV for tips on "Minute Taking Made Easy.")

3. Prepares roll call lists and calls the roll when necessary.

4. Presides at meetings when the chair and vice chair are not present.

5. Assists the chair in sticking to the agenda.

6. Assists the chair with parliamentary procedure if no parliamentarian is present (See Attachment VI on Parliamentary Procedure).

7. The secretary brings board reference material to all meetings including:

   -Articles of incorporation;
   -By-laws;
   -Budget;
   -Minutes from last year;
   -Policy manual;
   -Book of parliamentary procedure; and
   -List of unfinished business.

8. Records names of all committee appointments and notifies all persons nominated or elected to be on committees. Provides the committee chair with lists of members of his/her committee together with instructions and all other papers.

9. Reads all papers that may be called for by the board.

10. Authenticates by signature all records and documents.

11. Handles all correspondence and distribution of mail (often done with the assistance of the library staff). The secretary also performs follow-up to assure that all correspondence requiring replies have been answered.

12. May be assigned to write or edit newsletters, condense committee reports for publication and edit committee reports. May be responsible for placing notices, stories or other material in organizations' newsletters.

NOTE: Since the duties of a competent secretary are so numerous, oftentimes the library staff does the paperwork. It should be mutually agreed upon in advance and in writing which responsibilities will be assumed by the staff. The secretary should work closely with the librarian in these areas.

A How-To Section for offices is included at the end of this chapter. It has a number of suggestions to help organize, monitor and coordinate the work of boards and committees more effectively; steps for developing the agenda; ways to run effective meetings; and tips for writing minutes (See Attachments II through V).

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Trecker, Harleigh B. Citizen Boards at Work. Association Press, New York, 1970.

Understanding How Groups Work, Leadership Pamphlet #4. Adult Education Association of the U.S.A., Washington, D.C., 1955.

BOARD _____

E-i

COMMITTEE _____

ATTACHMENT I
Trustee Work Flow Sheet

_____
Date

PROBLEM	SOURCE	REFERRED TO	FOR	DUE DATE	BOARD ACTION REQUIRED
1. No policy on acceptance of gifts with conditions	Finance sub-Committee or Funding	Finance Committee	Study of Options	April, Board Meeting	Policy Decision
2. Number of bids on repair of basement inadequate	Staff	Building Committee	Readvertise	May Meeting	Decision for letting bid before end of fiscal year
3. Formal complaint about pornographic materials available to minors	Parents of minors	Materials Selection Committee	Review of Complaint	As soon as possible - Review at April Meeting	Decision

Group Problems: Fight

Fight here means disagreement, argumentation, the nasty crack, the tense atmosphere, conflict.

Some ways in which fight can be expressed are:

a. Members are impatient with each other.
b. Ideas are attacked before they are completely expressed.
c. Members take sides and refuse to compromise.
d. Members disagree on plans or suggestions.
e. Comments and suggestions are made with a great deal of vehemence.
f. Members attack each other on a personal level in subtle ways.
g. Members insist that the group doesn't have the know-how or experience to get anywhere.
h. Members feel the group can't get ahead because it is too large or too small.
i. Members disagree with the leader's suggestions.
j. Members accuse each other of not understanding the real point.
k. Members hear distorted fragments of other members' contributions.

Symptoms and Possible Diagnosis

If
--every suggestion seems impossible for practical reasons,
--some members feel the committee is too small,
--everyone seems to feel pushed for time,
--members are impatient with each other,
--members insist the group doesn't have the know-how or experience to get anywhere,
--each member has a different idea of what the committee is supposed to do,
--whenever a suggestion is made, at least one member feels it won't satisfy the larger organization,
then
--the group may have been given an impossible job and members are frustrated because they feel unable to meet the demands made of them, or the task is not clear or is disturbing.

If
--ideas are attacked before they are completely expressed,
--members take sides and refuse to compromise,
--there is not movement toward a solution of the problem,
--the group keeps getting stuck on inconsequential points,
--members attack each other on a personal level in subtle ways,
--there are subtle attacks on the leadership,
--there is no concern with finding a goal or sticking to the point,
--there is much clique formation,
then
--the main concern of members may be in finding status in the group. The main interest is not in the problem. The problem is merely being used as a vehicle for expressing interpersonal concerns.

If
--the goal is stated in very general, non-operational terms,
--members take sides and refuse to compromise,
--each member is pushing his own plan,
--suggestions don't build on previous suggestions, each member seeming to start again from the beginning,
--members disagree on plans or suggestions,
--members don't listen to each other, each waiting for a chance to say something,

then
--each member is probably operating from a unique unshared point of view, perhaps because the members are loyal to different outside groups with conflicting interests.

If
--there is a goal which members understand and agree on,
--most comments are relevant to the problems,
--members frequently disagree with each other over suggestions,
--there are occasional expressions of warmth,
--members are frequently impatient with each other,
--there is general movement toward some solution of the problem,
--comments and suggestions are made with a great deal of vehemence,
then
--probably members feel involved and are working hard on a problem. The fight being expressed is constructive rather than destructive in character and reflects real interest on the part of members.

Modified: Understanding How Groups Work, Adult Education Association of the U.S.A., Leadership Pamphlet #4, 1955.

Group Problems: Apathy

Some ways in which apathy may be expressed:

a. Frequent yawns, people dozing off.
b. Members lose the point of the discussion.
c. Low level of participation.
d. Conversations drag.
e. Members come late; are frequently absent.
f. Slouching and restlessness.
g. Overquick decisions.
h. Failure to follow through on decisions.
i. Ready suggestions for adjournment.
j. Failure to consider necessary arrangements for next meeting.
k. Reluctance to assume any further responsibility.

Symptoms and Possible Diagnosis

If
--questions may be raised about what's really our job, what do they want us to do,
--members fail to follow through on decisions,
--there is no expectation that members will contribute responsibly, and confused, irrelevant statements are allowed to go by without questions,
--members wonder about the reason for working on this problem,
--the attitude is expressed that we should just decide on anything, the decision doesn't really matter,
--members seem to be waiting for a respectable amount of time to pass before referring the decision to the leader, or to a committee,
--members are inattentive, seem to get lost and to have not heard parts of the preceding discussion,
--suggestions frequently "plop", and are not taken up and built on by others,
--no one will volunteer for additional work,
then
--the group goal may seem unimportant to the members.

If
--there are long delays in getting started, much irrelevant preliminary conversation,
--the group shows embarrassment or reluctance in discussing the problem at hand,
--members emphasize the consequence of making wrong decisions, imagine dire consequences which have little reference to ascertainable facts,
--members make suggestions apologetically, are over-tentative, and hedge their contributions with many "ifs" and "buts,"
--solutions proposed are frequently attacked as unrealistic,
--doubts are voiced about whether we're just wasting our efforts in working on this program,
--members leave the meeting feeling they had good ideas which they didn't seem to be able to get across,

then
--members feel powerless about influencing the final decisions.

If
--two or three members dominate all discussion, but never agree,
--conflict between strong members comes out no matter what is discussed,
--dominant members occasionally appeal to others for support but otherwise control conversation,
--decisions are made by only two or three members,
then
--a conflict among a few members is creating apathy in the others.

ATTACHMENT III

FIVE IMPORTANT GROUP FUNCTIONS
by Peter Scholtes

This paper is a discussion of five important activities that need to take place in any group discussion. This is not an exhaustive list. Many other functions have been identified as necessary for a group's operation, but these seem basic and critical to me. A group without someone exercising these functions is probably doomed to frustration.

1. Summarizing and Checking

At some point in any discussion, someone needs to repeat, in a summarized form, the points which have been expressed and relate the summary back to the group for its consideration. Here is an example:

"We seem to have a variety of opinions here: Joe feels that Nixon knew about the 'plumber's' activities all along, Harry feels that he was deceived just like the rest of us, Sally thinks he knew about the cover up but not the prior events and a couple people have agreed with her. Sue thinks we'll never know the truth so why talk about it. Any other opinions to add to these?"

Hints on Summarizing

Try to include everyone's opinion, grouping similar opinions together in a single statement. Summarize without editorializing. Don't rephrase anyone's statement in a prejudicial way: "Clara took the paranoid John Birch line that the whole thing is a figment of the press' imagination." Make no judgement on what was said: "Betty made a good point . . ." or "I think David was right when he said . . . " "Good," "bad," "right," "wrong" and similar words imply a position of authority which is more than a helpful summarizer would want to be.

Hints on Checking

Checking is simply following the summary with questions which invite the group to continue discussion. The more helpful questions are open questions (what? why? how?) which require more than a simple "yes" or "no" response. Closed questions (is? can? does?) when answered leaves the discussion back in the control of the summarizer, a position he's trying to abdicate.

2. Clarifying the Issue

The second important function is the need for someone to help the group clarify what it wants to do and how it wants to proceed. The clarifier will ask questions like:

"We haven't been asked to discuss the entire Watergate issue but to discuss only the question of campaign finance. What issues are involved in this question?"

Or make statements like:

"It seems to me that it might help to discuss only presidential campaigns now and save discussion of state or local elections for later. Is that agreeable to everyone?

Hints on Clarifying

You have a couple sources to refer to for clarifying the issue: (1) What prompted the discussion in the first place? Were the limits of discussion defined or at least implied at that time? (2) What's happening in the discussion? You might simply relate to the group the various things they've been talking about and ask them which they would like to focus on and how they would like to proceed.

3. Containing Wanderlust

Most groups, without interference, would wander through a stream of consciousness discussion featuring an agenda set by free association ("That reminds me of the thing that happened in Altoona, Pa.") Someone in each group has to occasionally say: "We're getting off the track" or better: "Let's return to the question we're discussing. What alternatives are there to present way of financing campaigns?"

Hints on Containing

Be prompt and gentle. To say, "You dumbheads! You've been off on a tangent for ten minutes!" is poor form.

4. Gatekeeping

Gatekeeping is the art of including the less agressive members while throttling the preachers and dominant members. The gatekeeper might make such statements as "George, I know how you feel on this issue and I've heard Jim and Kathy. I'm interested in what some of the others might want to say."

Hints on Gatekeeping

The gatekeeper also must be gentle. To say, "George, shut up! Miriam, talk!" might be a little heavy-handed. Gatekeeping has to begin at the first moment of discussion, giving consideration to such things as:

-Do people in the group know each other enough to feel comfortable talking?

-Are they seated in a way which will encourage participation?

-Is the group so large that the less aggressive members are almost certain to be left out?

It is usually most helpful to handle gatekeeping by encouraging the group to adopt a norm: "I notice that only two or three people have done the talking during the past fifteen minutes. Can we agree for the next fifteen minutes we will concentrate on the feelings and opinions of the others?" Perhaps you might introduce a new structure: smaller groups of two of three for a time; written opinions which are then collected and read aloud in the group, etc.

5. Focus on Production

The fifth critically important function is the "let's get our job done" function. The producer is the person who says: "It sounds to me like we have said all that we can about that point. Shall we move on to the next consideration?" Or, "We have all we need to make a decision on that, let's arrive at a conclusion" or "there's only fifteen minutes remaining. I'm concerned that we complete what we set out to do."

Hints for the Producer

Producing successfully requires a sense of timing. Intervening too soon will cut off people and areas of the issue which need exploring. Listen for repetitious comments. Frequently, the most you can do is speak for yourself: "I'm satisfied that I've heard enough to make a decision. How do the rest of you feel?" It is also the producer who might say: "We're stymied for lack of information. Until we find out more, we will be unable to decide this issue. How can we find out what we need to know on this?"

ATTACHMENT IV

Why Minutes?

What are they? What do they do? How do I take them?

Minutes of a meeting, whether it be a general membership, executive board, committee or other, are a condensed record of what transpired or was said on that occasion. A verbatim account, word for word and in exact sequence of events is normally neither required nor desired.

Minutes need to be accurate, clear, concise -- they do not need to be complex, rigid or become stereotyped.

Minutes need to be a factual record. They may be utilized in the near future, or quite possibly in the distant future as a point of reference as to what action took place, why it was done, when and by whom.

Minutes of official actions of a body such as a local union may be utilized as legal evidence either to accountants or to the courts to substantiate some action taken by that body.

Minutes which are informative become an effective avenue of education to the membership. Informative minutes are a historical record of the growth and activities of your organization.

Taking and Writing Minutes

This record of what transpired or was said at a meeting, "the minutes", is created by you. Rough notes are taken during the meeting. The forming of complex sentences, condensing and summarizing the information is done later. A few guidelines may be useful -- in taking notes and in writing sentences.

1. Some items on the agenda or actions by the body will need only minimal reporting while others will require explicit, factual recording of information.

2. Some motions can be reported by indicating only the fact that they occurred. Other motions may require detailed reporting of information as to who, where, why, what and how.

   a) The president or chairman can assist the secretary (and the membership) by repeating motions and identifying their source.

   b) Discussion on a motion or general discussion on a matter can be omitted by a reference to it and the subject may be useful in educating the members or on a later referral to the minutes.

3. Generally several items on an agenda may be grouped together and the pertinent details reported in a single sentence or paragraph.

4. Speeches, committee reports, or correspondence can be reported by listing highlights; by conveying the sense of the idea in your own words; or they may be made more extensive and even include direct quotes.

   a) Officers' reports such as the Treasurer's Report and/or Committee reports or recommendations which are to be filed should be given to the secretary in writing.

5. Minutes may be mimeographed and distributed to those present and/or absent. Highlights of the minutes may be reported in a local newsletter for the information of the membership.

Remember: Minutes are read to people who were not present at the last meeting as well as to those who were in attendance. The one who was not there needs to be brought up to date quickly without lengthy discussion, so he must be able to easily understand what you are reporting. The other must not be bored by heavy repetition but his memory does need to be refreshed.

Writing clear and concise minutes is an art. So is reading them - in a lively, understandable manner.

Both groups can have their interest stirred and both can be educated by the information you present.

Taking minutes is easier when . . .

--you're familiar with the organization - what it is and does, the people associated with it (names and faces).

--you check over the agenda BEFORE the meeting, so you can get ready any copies you might need of minutes of previous meetings, lists, reports, etc.

--you sit during the meeting where you can SEE and HEAR.

--you've got plenty of paper and a good pen (or several pencils).

--you're a GOOD LISTENER.

--you know the "essentials" of what goes into the minutes - and any "organization preferences" beyond those essentials.

--you know shorthand, or some speed writing method - or have worked out a "workable" abbreviation system.

Preparing minutes is easier when . . .

--you do them AS SOON AFTER THE MEETING as possible.

--you do them in a QUIET, "uninterrupted" (if you can) place.

--someone else has taken notes, in the event you need to double-check something.

--you've got somebody close by you can ask, "How would you state this . . . in the minutes?"

--you've got your "minutes reference materials" handy.

--you can read your notes.

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How to Take Minutes at a Business Meeting

Minutes of a meeting may be typed in an informal manner with no subheads, centerheads, or sideheads; or they may be typed in a rather formal manner. Following are the essentials that minutes should contain:

1. The name of the organization.
2. The type of meeting -- special, general or adjourned.
3. The date and time of the meeting.
4. The location of the meeting.
5. Name of the person who chaired the meeting, which is normally the chairman. In the absence of the chairman, the name of the subsitute should be recorded and the fact that the chairman was absent.
6. The presence of the secretary of the substitute acting in his place.
7. Roll call. List those present and those absent. It is important to even indicate the time a member comes in (if he is late) if the meeting is rather important and weighty matters are being disucussed and decided upon.
8. The disposal of the minutes of the previous meeting; note any corrections or deletions.
9. The financial report if one is given and its disposition.
10. Committee reports and actions taken.
11. Decisions and actions taken.
12. The announcement of the next meeting.
13. The time of adjournment.
14. The signature of the secretary who prepares the minutes and the president of the chairman.
15. Sometimes the signature of the chairman of the meeting.

ATTACHMENT V

Parliamentary Procedures

I. Values in parliamentary procedure.

A. Enables board of trustees to transact business with speed and efficiency.

B. Protects the rights of each individual therein.

C. Preserves a spirit of harmony among the board members.

1. Only the subject may claim the attention of the assembly at one time.
2. Each proposition presented for consideration is entitled to full and free debate.
3. Every trustee has rights equal to those of every other member.
4. The will of the majority must be carried out, and the rights of the minority must be preserved.
5. The personality and desires of each trustee should be merged into the larger unit of the organization.

II. Order of business after the Chair has called the meeting together. (Chair says, "The meeting will please come to order.")

A. Roll call by the secretary. Chair says, "The secretary will please call the roll." Trustees answer "present" when name is called.

B. Reading of the minutes of the previous meeting followed by their correction and approval.

1. Chair says, "Will the secretary please read the minutes of the last meeting." (If there has been a special meeting since the last regular meeting, the report of the special meeting is read also.)
2. After the secretary has read the report, Chair says, "Are there any corrections?"
3. If there are no corrections, Chair says, "Since there are no corrections, the minutes stand approved as read."
4. If there are corrections, these corrections are made and then Chair calls for further corrections. If none, he says, "There being no further corrections, the minutes stand approved as corrected."

C. Report of the treasurer (not necessary at every meeting). Chairman says, "Will the treasurer please give his report."

D. Report of standing committees or special committees (not necessary at every meeting).

E. Unfinished business (that business not completed at last meeting). Chair says, "Is there any unfinished business to come before the meeting?"

F. New business (that business not previously discussed by the board members).

G. Announcements (read by the president, secretary, or made by a board member).

H. Adjournment. After Chair takes vote on motion to adjourn, he says, "The meeting is adjourned," or "The meeting is not adjourned" (if the motion did not receive the necessary vote).

III. Parliamentary motions in order of precedence.

A. Privileged motions.

1. Fix time to adjourn.
2. Adjourn.
3. Take a recess.
4. Question of privilege.
5. Call for the orders of the day.

B. Incidental motions (no rank of predence among themselves).

1. Appeal from the decision of the chair.
2. Division of the assembly.
3. Division of a question.
4. Objection.
5. Parliamentary inquiry.
6. Point of information.
7. Point of order.
8. Suspend the rules.
9. Withdraw a motion.
10. Close nominations.
11. Reopen nominations.

C. Subsidiary motions.

1. Lay on the table.
2. The previous question.
3. Limit or extend debate.
4. Postpone to a definite time.
5. Refer to a committee.
6. Amend the amendment.
7. Amendment.
8. Postpone indefinitely.

D. Main or principal motion.

E. Unclassified motions.

1. Take a motion from the table.
2. Reconsider previously decided motion.
3. Rescind decision on a motion.
4. Ratify.

IV. Motions used most often in a business meeting.

A. Main motion.

1. Definition - a proposal of an activity of an organization.
2. Proper phraseology - "I move that we have a party." "I move that we give $10 to the Red Cross." Not, "I make a motion."
3. Steps in the procedure of a main motion:
   a) Member rises and addresses Chair, "Mr. Chairman" or Madam Chairman."
   b) Chair recognizes him saying, "Mr. Jones" or "Mary." By this action the Chair gives the trustee permission to speak. He is said to have the floor.
   c) Trustee states his motion as, "I move that we attend the play, 'The Corn is Green.'"
   d) Another trustee seconds the motion, saying simply, "I second it." If no second, Chair says, "Motion is lost for want of a second."
   e) Chair states the motion to the board as, "It has been moved and seconded that we attend the play, 'The Corn is Green.' Is there any discussion?"
   f) Discussion i.e. pro and con comments by trustees of the proposed main motion. These suggestions are observed:
      (1) The trustee wishing to speak must rise, address the Chair and be recognized by the Chair. This eliminates discussion between two or three trustees and directs everyone's attention on the member speaking to the group.
      (2) The Chair gives priority in speaking to the trustee who rises first. If there is a draw between two board members, the Chair lets one speak and then the other except if one of the trustees has been talking often, the Chair lets the other board member speak first. Alternating views of the different trustees are preferred by the Chair.
      (3) The Chair must keep the discussion centered on the motion before the house.
      (4) At no time while he is acting as Chair should the Chair express his viewpoints on the motion. Vice-president may preside if the Chairman wishes to discuss pro or con.
      (5) The Chair cannot show partiality. At all times he is a neutral presiding officer.
      (6) If there is no discussion, the Chair tries to encourage discussion by calling on individuals to express their views on a motion.
   g) Chair takes the vote saying, "All those in favor of the motion that we attend the play, 'The Corn is Green,' please say 'Aye' - contrary 'No.'" Affirmative vote is taken first always.
   h) Chair announces the vote, "The motion is carried." "The motion is lost."

4. Vote required is a majority which usually means one over ½ of those present.

B. Amendment.

1. Definition - a change or modification in a motion. Amendment may be made by adding something to original motion; striking out a word or phrase in the original motion; substituting something instead of a word or phrase in the original motion. Also called an amendment of the first order.
2. Proper phraseology - "I move that we amend the motion by adding the words 'at our expense' after the words 'that we have lunch in the tea room.'" "I move that we amend the motion striking out the word upperclassment on the original motion." ("I move that we send three upperclassmen to the convention as our delegates.") "I move that we amend the motion by substituting (or striking out the word four and inserting the word two in the original motion)."
3. Steps in procedure of an amendment:
   a) An amendment may be proposed only during the discussion period of a motion.
   b) Board member rises, addresses Chair.
   c) Chair recognizes trustee.
   d) Trustee states amendment.
   e) Amendment is seconded.
   f) Chair states amendment to the group and calls for discussion of the amendment.
   g) Discussion of the amendment.
   h) Chair takes the vote on the amendment.
   i) Chair announces the vote. If the amendment is carried the Chair makes that modification on the original motion. Then he calls for further discussion of the motion in its original form.
4. Vote required to pass an amendment is a majority.

C. Amendment to an amendment.

1. Definition - a change or modification on an amendment. It is also called an amendment of the second order. Only one amendment of the second order can be before the house at one time. Likewise, only one amendment of the first order may be before the house at one time.
2. Proper phraseology - "I move to amend the amendment by striking out (or by adding) (or by substituting)."
3. Steps in procedure:
   a) An amendment to an amendment can be proposed only during the discussion period of the amendment.
   b) The steps are the same as in the amendment.
4. A majority vote is necessary to carry the amendment to the amendment.

D. Point of order.

1. Definition - board member wishes to designate a mistake or error in parliamentary procedure. In this motion he states an error has been made. Since it is necessary to correct a mistake as soon as possible after it has been made, this motion may interrupt a member speaking. It is too late to correct a mistkae if other business has tranpired.
2. Proper phraseology - "Mr. Chairman, I rise to a point of order."
3. Steps in procedure:
   a) Board member rises and says without waiting for recognition, "Mr. Chairman, I rise to a point of order."
   b) Chair says, "State your point of order."
   c) Board member states error as, "There is one amendment of the first order before the house. Until that is voted upon, another amendment of the first order is out of order."
   d) Chair gives decision. If the trustee is right, he says, "Your point of order is well taken." If no mistake in parliamentary procedure has been made, thc Chair says, "Your point of order is not well taken."
   e) If the Chair does not wish to give a decision, he calls for a vote by the members and the group abides by that decision.
4. There is no vote as the Chair generally decides. If he does take a vote, a majority decides.

E. Parlimentary Inquiry.

1. Definition - board member tactfully asks if an error has been made in parliamentary procedure. Otherwise it is like a point of order. Sometimes that is the more tactful way of calling attention to a mistake.
2. Proper phraseology - "Mr. Chairman, I rise for a parliamentary inquiry."
3. Steps in procedure:
   a) Trustee rises and says without waiting for recognition, "Mr. Chairman, I rise for a parliamentary inquiry."
   b) Chair says, "State your inquiry."
   c) Board member asks his question. "Is there not one amendment of the first order before the house? Then, is not this amendment of the first order out of order until a vote has been taken upon the first?"
   d) The chair gives decision. "Your inquiry is well taken," or "Your inquiry is not well taken."
4. There is no vote as the chair decides.

F. Previous Question sometimes called Question.

1. Definition - the previous question is simply a motion to stop discussion or debate upon the motion before the house. It does not decide the motion under consideration but only ends discussion of it.
2. Proper phraseology - "I move the previous question." Also acceptable but not as good, "Question."
3. Steps in the procedure.
   a) Proposed only during discussion period of motion. Board member rises and addresses the Chair saying, "Mr. Chairman." He cannot interrupt a speaker.

b) Chair recognizes member.
c) Trustee states the motion, "I move the previous question."
d) Motion is seconded. If the motion is not seconded, Chair says, "The previous question motion is lost for want of a second."
e) But, if seconded, Chair says, "The previous question has been moved and seconded. All those in favor please raise right hand (or stand). Contrary, the same sign." There is no discussion period of the previous question in motion. That is, the trustees do not make pro and con comments about stopping the discussion of the original motion.
f) Chair announces vote on previous question. If the previous question is carried, the chair immediately takes a vote on the motion which is under consideration.

4. Vote necessary is 2/3. This large vote protects the trustees against any railroading of a motion and insures each board member his right to comment upon the motion before the house. Since a 2/3 vote is necessary, this vote is taken by a show of hands or by the board members' standing.

G. Request for Information.

1. Definition - board member wishes certain knowledge before voting upon a question; for example, before he votes to have a party he may wish to know how much money is in the board treasury.
2. Proper phraseology - "Mr. Chairman, I rise for information."
3. Steps in the procedure:
   a) Motion is made during the discussion period of a motion, generally. Board member may interrupt a speaker, but often the matter is not that important. Member rises and says, "Mr. Chairman, I rise for information."
   b) Chair says, "State what you wish."
   c) Trustee says, "I should like to know how much money we have in our treasury." Requests are always addressed to the Chair, never to an individual trustee. Requests are always answered through the Chair.
   d) Chair says, "Mr. Jones (the treasurer), would you tell us how much money there is in the treasury."
   e) Treasurer rises and says, "Mr. Chairman, we now have $35.17 in the treasury."
4. No vote.

H. Refer to a Committee.

1. Definition - a small group of individuals is delegated to investigate a proposal of making the necessary detailed arrangements to carry out a motion such as investigating the need for a recreational program or working out the arrangements for a picnic

2. Proper phraseology - "I move that a committee of three be appointed by the Chair to take care of our party arrangements."
3. Steps in procedure:
   a) Proposed during a discussion period of motion or after a motion has been passed.
   b) Board member rises, addresses Chair, and waits for recognition by Chair.
   c) Chair recognizes member.
   d) Trustee states motion, "I move that the problem be investigated by a committee of three appointed by the Chair."
   e) Motion seconded.
   f) Chair states motion to trustees.
   g) There is no debate except that concerning number of committee members or how they shall be selected.
   h) Chair takes vote.
   i. Chair announces vote.
4. Vote required is a majority.

I. Lay on the Table.

1. Definition - this motion sets aside the motion before the house for later consideration.
2. Proper phraseology - "Mr. Chair, I move that we lay the motion concerning our fits to the Red Cross on the table," or "Mr. Chairman, I move that we table the motion concerning our gift to the Red Cross."
3. Steps in the procedure:
   a) Proposed during the discussion period of a motion only. Trustee rises, addresses the Chair, waits for recognition.
   b) Chair recognizes trustee.
   c) Board member states motion.
   d) There is no discussion of a motion to lay on the table. If the motion is seconded, the Chair takes the vote immediately.
   e) Chair announces result of the motion to lay on the table.
4. Vote required is a majority.

J. Take from the Table.

1. Definition - this motion brings up for consideration a motion previously set aside or put on the table.
2. Proper phraseology - "I move to take from the table the motion concerning our gift to the Red Cross."
3. Steps in the procedure:
   a) Board member rises and addresses Chair.
   b) Board member is recognized by the Chair.
   c) Board member states the motion.
   d) Motion is seconded.
   e) There is no discussion of the motion to take from the table. If the motion is seconded, the Chair takes the vote immediately.
   f) Chair announces the results of the vote.
4. Vote is majority. A motion may be taken from the table at the same meeting in which it has been laid on the table only if other business has transpired or it may be taken from the table at the next meeting. After that it is a dead motion; and if it is to be brought up again, it must be proposed as an entirely new motion.

K. Withdraw a Motion.

1. Definition - to retract, recall, or take back a motion proposed. Circumstances show that it is unwise.
2. Proper phraseology - "I wish to withdraw my motion concerning the party this weekend."
3) Steps in the procedure:
   a) Proposed only during the discussion period of a motion and proposed only by the individual who made the original motion.
   b) Board member rises, addresses the Chair.
   c) Chair recognizes member.
   d) Board member states, "I wish to withdraw my motion concerning the party this weekend."
   e) Chair says, "Is there any objection?" If there is no objection, the Chair says, "The motion is considered withdrawn."
   f) However, if one board member does not believe the board member should withdraw his motion, he says, "I object."
   g) Another trustee then says, "I move that Mr. Jones be permitted to withdraw his motion."
   h) The Chair then says, "All in favor of the motion that Mr. Jones be permitted to withdraw his motion, please say 'Aye.' Contrary, the same sign."
   i) Chair announces vote.
4. Vote necessary is majority.

L. To Adjourn.

1. Definition - motion to end the present meeting.
2. Proper phraseology - for unqualified form, "I move that we adjourn." For qualified form, "I move that we adjourn at 3 p.m."
3. Steps in the procedure:
   a) Trustee rises, addresses the Chair and waits for recognition.
   b) Chair recognizes board member.
   c) Trustee states motion, "I move that we adjourn."
   d) Motion is seconded.
   e) There is no discussion. The Chair says, "It has been moved and seconded that we adjourn. All those in favor, please say 'Aye.' Contrary, 'No.'"
   f) Chair announces vote. The board of trustees is not adjourned until the Chair announces that the meeting is adjourned. Therefore, members should not begin to collect hats, coats, belongings, and make movements of leaving until dismissed.
4. Vote necessary is a majority.

Motions and Minutes -- a few things about each

Motions -- Steps:

1. Motion is proposed: "I move that . . ."
2. Motion is seconded: "I second it."
3. Motion is discussed.*
4. Motion is disposed of by being:

   carried
   or
   defeated
   or
   referred to a committee
   or
   withdrawn
   or
   tabled
   or
   postponed - to a definite time
   or
   postponed - indefinitely

*may be amended during discussion

Minutes -- What to record

1. name of person and EXACT WORDING OF MOTION
2. name of person - optional, but is wise to record. "Motion died for lack of a second," for budgetary or very controversial issues.
3. VARIES - major points "for" and "against" may be summarized, depending on organization and situation
4. If VOICE VOTE, then whether motion was CARRIED or DEFEATED. If show of hands, standing vote, then actual number of "ayes", "nays" and any abstentions. For roll call vote list names of those voting "aye" and "nay."

   name of person making motion, outcome of vote/action

   name of person making motion, outcome of vote/action

   name of person making motion, the time stated and outcome of vote/action on motion

   name of person making motion, outcome of vote/action

   name of person proposing AMENDMENT, EXACT WORDING of amendment and action taken on amendment (carried, defeated, etc.)

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ATTACHMENT VII
Secretary's Correspondence Log

RGANIZATION	CORRESPONDENT	ADDRESS	DATE	REGARDING	ASSIGNED TO	DATE	RESPONSE DATE
'isconsin :tate .ibrary	Sally Drew		11/1/79	Availability of new WLTA Trustee Reference Manuals	Secy. to order 10 copies	1/15/80	1/15/80 - Ordered
'ongress	Robert W. Kastenmeier		11/10/79	Copyright Law	Les James	11/15/79	12/1/79

F

The ABC's of Committees

What Committee Is Needed When To Do What

Is a New Committee Necessary?

The committee chair should seriously consider whether it is necessary or appropriate to appoint a committee by asking the following four questions:

1. Does the board NOW have all the information it needs to make this decision or solve this problem?

   a. If yes, decide on a process to move effectively towards decision-making -- further delays are probably unnecessary.
   b. If no, who has the information and how readily available is it?
      (1) If only information (not judgements) are lacking, the information is readily available, and needs only to be obtained, read and organized. Assign the task to a single board member or the librarian.
      (2) If multiple sources of information need to be indentified before the information can be obtained, organized and presented, assign the task to a committee.

2. Is this a policy or programmatic decision that requires consideration of options?

   a. If no, try to make the decision now.
   b. If yes, refer to appropriate committee.

3. How soon does the decision have to be made?

   a. If immediate decision is required - but it would be helpful to have more in-depth informal discussion, move to the committee whole or suspend the rules and use a small group discussion format.
   b. If a short time frame is required (prior to the next meeting), refer to committee for analysis and:
      (1) Call a special meeting of the board.
      (2) Delegate the decision to executive committee either:
         (a) Providing criteria for decision-making.
         (b) Providing limits of decision-making.
         (c) With no special instructions.
   c. With no time constraints, refer to the committee with instructions and due date.

4. Is there a standing or ad hoc committee that is appropriate for this task? How does this task rank in terms of priority?

If a Committee is Necessary, What Will it do?

Even though committees are considered a way of life for most of us, criticism of commitees is rampant. Consider these blistering definitions borne of unhappy and unproductive committee experiences:

*"A camel is a horse put together by a committee."
*"A committee is a group of the unfit appointed by the unwilling to do the unnecessary."
*"A committee meeting is a process that takes minutes to waste hours."

The nature of committees seems to be that they are often appointed in a moment of crisis to 1) delay a conflict, 2) deny the inevitable, 3) stall until the odds are more favorable for a favored plan, 4) block completely an unwanted proposal.

Whether or not these uses of "referral" to committees are legitimate is a value judgement each trustee will have to determine for him/herself.

Kinds of Committees

Committees are frequently classified by duration, purpose and authority.

1. Committees classified by duration.

   a. Permanent committees are always in operation and are usually called "standing committees."

      Standing committees should be kept to a minimum. Committees that don't have much to do are a waste of both staff and volunteer time.

   b. Temporary committees are created to form specific time limited tasks. When the task is over, the committee is dissolved.

2. Committees classified by purpose.

   a. The executive committee is usually the only general committee.

      It is frequently empowered to 1) act for the board on emergency matters in the interim between board meetings, 2) assist in the development of the agenda, 3) perform review, 4) coordinate functions of committees.

b. Categorical committees generally address those functions that cross over all activities or programs of the library. Categorical committees include: finance, personnel, planning and policy. These are usually standing committees which do not generally include non-board members.

c. Operational committees are advisory to a specific program or project and last as long as the program or project continues. Examples of Operational committees include: services to handicapped persons, operations or outreach. These may be either temporary or permanent and frequently include non-board members, such as users or providers of service.

d. Special committees are temporary short-term committees formed to perform a specific function. Often these committees include non-board members. It is especially important that role, task and decision authority be defined when utilizing special committees.

3. Authority of Committees.

Committees have only such powers as are delegated to them by the board of trustees. The degree of authority which committees may employ include the following.

a. Limited advisor

If the board wishes to maintain very strong control, it designates the committee as a "limited advisor." The committee researches and reports but does not make recommendations. The board makes all decisions.

b. Active advisor

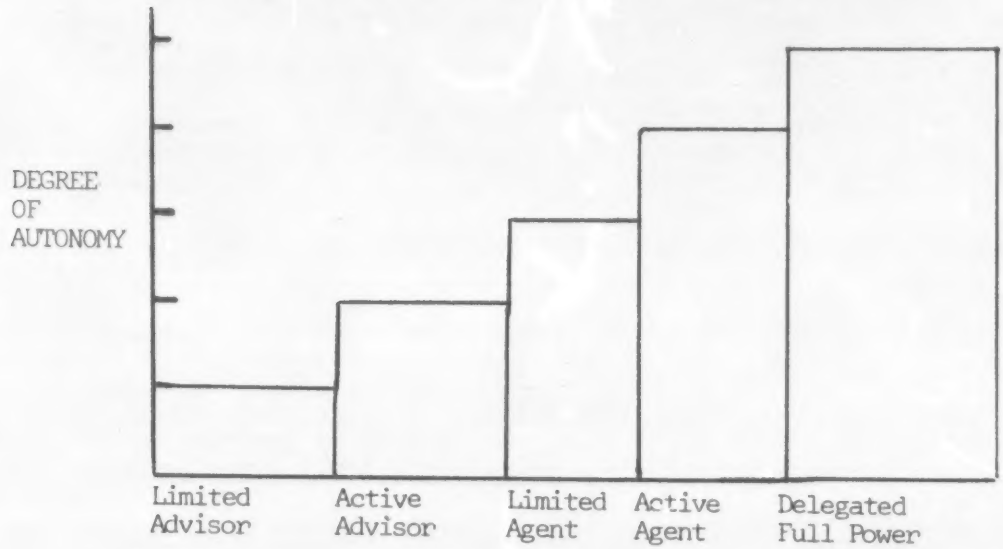
The board requests the committee to do a thorough study of the problems, addressing the alternatives, advantages, disadvantages and feasibility of each, and finally, recommendations for board action. The board reviews the alternatives and makes the final decision.

c. Limited agent

The committee is instructed to study the problem, study the alternatives and make the decision about a course of action. The board retains veto power but unless that occurs the committee decision holds and the committee is empowered to implement the plan.

d. Active agent

The board delegates the authority and responsibility to the committee to study the problem, decide on the best alternative, take action and report the results to the board. It is a full delegation of power with board oversight and review.



How Should Committees Be Composed and Structured?

Size:

Ordinarily standing committees of the board should be no larger than 3-5 persons.

When the board has a number of large, highly visible, and/or somewhat controversial projects at one time, it is advisable to expand the number of persons on each project committee by using board members as chairpersons and people from the community with needed skills, knowledge or contacts to fill out the committee. Seven to nine members is usually adequate. With increases beyond this point, healthy discussion among all members decreases,

Staffing special projects with non-board members has numerous advantages:

1. It provides new outlooks and ideas to board.

2. It provides an objectivity to deliberations.

3. It helps to educate about library concerns.

4. It reduces the overload on board and staff.

5. It provides training for potential board members.

Disadvantages are:

1. It will be necessary to orient members to the library generally, with special emphasis on the function and decision flow of board/committee.

2. It will take more time.

3. Members may raise additional issues.

Composition:

Selection of committee members should not be done casually or hurriedly. Careful consideration of the following issues will assist the chair in making decisions.

1. What policies does the board have about committee composition?

   a. All Serve: Do the library board policies require that all members be appointed to committees?

   b. Selection methods: Does the board chair appoint the committee chair, who in turn chooses the committee, or does the board chair appoint all committees?

   c. Are the committees composed of board members only or chaired by a board member, with membership divided between board and non-board members?

2. Heterogeneity increases problem solving and creativity on committees dealing with complex issues. Effectiveness is increased when membership includes:

   a. Professionals from differing occupations who work on topics similar to the topic at hand.

   b. Theorists and researchers as well as practitioners.

   c. People with divergent views on cause and effect of the problem.

3. Other considerations for planning and needs assessment committee composition:

   a. Geographic representation.

b. All segments of the population.
-low income/wealthy
-minority
-educated/limited education
-user/non-user
-handicapped/gifted and talented

4. Providing balance between chair and committee.
A sensitive chair will acknowledge his/her own strengths and weaknesses and try to provide those skills, knowledge and resources through the members on the committee.

a. If he/she cannot speak persuasively in public, a person is appointed who can explain and defend committee recommendations.

b. If he/she doesn't have telephone and secretarial access, a secretary is appointed to the committee who does have access to these resources.

c. If he/she tends to be over enthusiastic or jumps to conclusions, conservative and questioning committee perons are appointed.

d. If he/she is young and inexperienced, older, more experienced persons are appointed.

Tips to the Chair on Choosing Committees

Avoid:

1. The BUDDY SYSTEM - appointing good friends based on friendship alone.

2. The CLIQUE technique - appointing friends or associates so that a small group attempts to control the board through controlling its committees. Cliques tend to develop among people with similar interests over time. The chair should attempt to keep committees balanced with new/old members, differing values and points of view.

3. The SPOILS SYSTEM - the practice of giving all the best jobs to supporters does not result in a better organization, but in organizational jealousies.

4. The DRAY HORSE HABIT - the practice of making demands on the same hard working members year after year. (You can work a good horse to death.)

5. BUSMAN'S HOLIDAY - although a professional may have the technical skills for a certain committee, he/she may choose instead to use talents outside his/her normal occupation. Check first before making committee assignments.

6. JOB JEAPOARDY - find out what contraints the person's own business and/or the employer place on use of company time/facilities/ contracts. Do not pressure the person to go far beyond these limits.

7. Conflict of Interest Problems - if there is any chance whatsoever that appointing a board member to a specific committee will raise the issue of conflict of interest, reconsider the appointment.

Select an Appropriate Committee Chairperson

Selection of a committee chairperson should be done with the same care and preparation as the board chair.

The chair considers the potential candidates' job qualifications:

* Strong commitment to the goals of the committee.
* Strong facilitation skills.
* General knowledge of the topic (does not need to be technically oriented).
* Knowledge about meeting styles and agenda development.
* Skills in getting people involved and committed.
* Strong organizational skills.

The board chair will want to mentally review each chair candidate's capacity by considering:

* The candidate's experience within the organization. (Does the candidate understand the goals, philosophy and tradition of the organization?)

* The candidate's prior experience on committees and as a chair.

  -Does the person carry out details with quality work?
  -Does the person follow through?
  -Does the person want or need close supervision?

* The candidate's available time to work. The most competent chair is not the best chair if he/she has inadequate time to meet and do committee work.

  -Would the candidate's employer support his/her efforts through release time?
  -Does the candidate's job require frequent trips out of town?
  -Can secretarial and telephone work be done for the committee at the chair's place of business?

* The candidate's compatibility. Does the candidate have good working relationship/work history with both the board members and any external groups that need to be involved?

The potential chair of a committee should always be ASKED in advance and in private after a full discussion of the task, time and constraints, to thoughtfully consider how the potential appointment fits in with other community work, family obligations, etc., before giving a response. One survey of committee chairpersons showed that only 47% of the chairpersons had actually been checked with before their appointment.

Committee Chairperson's Duties.

* Plans meetings.

* Supervises and coordinates committee work.

  -Calls members to see how they are doing on assignments.
  -Relates information on progress to members between meetings including progress of other board committees.
  -Sees that minutes, summaries, material and agenda are mailed on time.
  -Is available to help/discuss with other members.

* Presides at meetings using knowledge of group dynamics to facilitate membership involvement and task accomplishment.

* Prepares written committee progress and final reports.

* Gives verbal reports to the board, director and any other groups necessary regarding committee work.

* Designs a recognition plan for members upon completion of work.

* Evaluates his/her own leadership and develops his/her own capabilities through continuing education opportunities.

Do You Need Committees When You Have a Five Member Board?

Many small libraries have five member boards and do much of the board's work in "Committees of the Whole."

The advantages of this system are:

1. The board is involved and informed in all aspects of the library's business.

2. The board members develop a sense of cohesiveness.

3. It limits chairs needed to coordinate and plan.

Disadvantages are:

1. There may be inadequate time to become thoroughly informed about any single topic.

2. Each board member may be required to spend many hours on each topic even though the topic may not be of special interest to them.

3. The board (due to lack of time) may give only superficial consideration to many topics merely rubber stamping the library's decisions.

4. The librarian may be forced to do much of the board's preparatory work because the board is overburdened.

5. A "group think" syndrome may develop.

An alternative to this self-contained board system is to appoint committees on major issues or concerns chaired by a board member but including non-board citizens to help the board do its work so that it will not suffer from "burn out" over time (see pg. 4).

This seems to be as important (if not more important) to small boards as it is to large boards.

Some small boards have a personnel committee, a budget review committee and do the rest of the work as a "committee of the whole." When big special projects arise, they establish larger ad hoc committees.

The chair needs to assess the time and capabilities of the board before recommending the structure of the board.

The structure and meeting styles of the small board tend to be informal and friendly -- but they should never be haphazard. Minutes should always be taken and motions passed on financial and controversial issues. Remember, a small board is no less legally liable than a large one!

What About Committee Meetings?

1. Organizational Concerns:

   a. Every member should receive a written confirmation of his/her appointment with detailed information about the committee, its charge, date, time and place of meetings, name and telephone number of chairperson. (See Committee Chair, Attachment I.)

   b. The committee chair should follow-up with personal phone call a day or two before the committee meeting to answer any questions and welcome the committee members.

   c. Determining the dates and times of committee meetings can usually be accomplished before the committee has been appointed to assure maximum attendance. It is preferable to poll potential candidates before their appointment and get the best dates for the majority. Then those who cannot meet at that time can choose whether or not to join the committee - rather than accept the committee appointment and later feel guilty about absenteeism.

      More and more flexibility is occurring in meeting times. Many busy people prefer early morning or late afternoon meetings rather than evening meetings.

      Consider alternating meetings at the library with other sites. An occasional change of scenery tends to create new awareness of the library surroundings.

      Don't forget to vary the location even within the library so committee members learn to appreciate the library even more.

      Criteria for site selection: Sites should be relatively small and quiet, have good lighting, and be convenient for most members.

      Remember, open meeting law rules apply to committee meetings. (See Attachment III, Section B for more information.)

2. Set-up for Meetings:

   A few basic preparations before the meeting sets a cordial environment for the meeting, prevents unnecessary (and frustrating) moving around by members, and reduces time.

   a. Water and glasses on table or coffee and cups on table (or both).

   b. Ashtrays at one end (or a sign that says "NO SMOKING PLEASE").

   c. Agenda (even though one was sent out ahead), paper and pencils at each place.

   d. Any other materials needed by the committee.

   e. Flip charts, marking pen, blackboard and chalk available for chair and/or secretary.

The room should be set-up and the chair ready before anyone arrives at the meeting. It is better to call the meeting 15 minutes later and have everything ready than spend time "fiddling around" when all are present. Being prepared sets an expectation of getting down to work.

3. The first meeting of a committee is the most important one:

   a. Chair and committee members introduce themselves, tell of their personal interest in the committee topic and a bit about themselves.

   b. Chair recieves the board's charge to the committee along with suggested methods to proceed. There is a general discussion about the topic, time frame and processes to be used.

   c. Secretary is appointed (see skills and qualities discussed in Board Member Selection and Qualifications chapter. Committee secretary is a good training ground for board secretary.).

   d. Ground rules for committee operations should be established.

      (1) The chair will call meetings only when there is some reason for it. Meetings will not be held at any regularly defined monthly or weekly schedule just to have meetings.

      (2) Meetings will start promptly at the time called and will end promptly at the designated time unless the group votes to meet longer on specific complex or crises issues.

      (3) If it has not been determined previous to committee selection, members should determine the best dates and times for meetings. (This can expeditiously be done by asking all committee members to bring calendars on which dates and times are most convenient for them. It is then easy to make a master calendar and find a series of "best dates" without wasting much time with disorganized discussions at each meeting.)

      (4) Every committee meeting should have some structure and defined process. The process will be determined by the size of the committee. For advisory and limited agent committees of under five persons, use of parliamentary procedures is counter-productive.

      For committees with delegated powers (active agent or full delegation), parliamentary procedures are a must (to make decisions official) for at least the formal decision-making part of the meeting.

      (5) Agenda procedures should be agreed upon:

      -Members wishing to add to the agenda should do so at least a day or two before the meeting so the chair can plan.

      -All points on the agenda will be taken up as time allows. Items not reached will be carried over.

(6) The expectation that each member has special talents and unique contributions and insights to share should be fostered. Lively discussions and even some friendly disagreements should be expected -- but these should result in some sound recommendations.

(7) The expectation that all members will do assigned work and reading and will come to the meeting prepared should be understood by all committee members.

(8) Members should decide whether a summary of the meeting and assignments made at each meeting need to be mailed out with an agenda . . .

-to all members,

-to none of the members,

-only to those members who are absent.

LIST OF WORKS CONSULTED

Leadership Pamphlet, 16 titles in set. Adult Education Association of the U.S.A., Washington, D.C., 1957.

O'Connell, Brian. Effective Leadership in Voluntary Organizations. Association Press, New York, 1976.

Patton, Bobby R. and Kim Griffin. Problem-Solving Group Interaction. Harper and Row, New York, 1973.

Rodgers, Joseph Lee Jr. Citizen Committees. Ballinger Publishing Co., Cambridge, Mass., 1977.

So You're On A Committee. New Jersey Community Action Training Institute. Trenton, New Jersey, 1970.

Spencer, June and Lillian Dean. Handbook for Effective Committees. Preliminary unpublished.

ATTACHMENT I
Committee Chairman's Meeting Checklist

1. Get membership acceptance of the agenda in advance of the meeting (preferably at the prior meeting when individual assignments are made).

2. Choose a pleasant, well ventilated, well lighted room. Arrange room to create opportunities for open discussion. Be sure all necessary materials are on hand. Be set-up in time to welcome first arrival.

3. Welcome each member briefly as they enter.

4. Restate, and clarify if necessary, the purpose of the meeting.

5. Model leadership style appropriate to the task, member's expectations and your own personality.

6. Secure group agreement on the agenda, time frames for each item along with adjournment goals, and group norms.

7. Encourage in-depth problem exploration through strategies that suspend judgement.

8. Use conflict as a positive force by differentiating ideas and feelings, needs and facts, before integrating them.

9. Identify a range of alternatives before settling on one. Consider barriers to solutions as well as forces driving towards solutions before choosing between alternatives.

10. Use group consensus when knowledge is fragmented and incomplete or ambiguous and when commitment is essential if decisions are to be carried out.

11. Use parliamentary procedure when time is limited, the matter is of relatively little importance, success is not absolutely crucial, or repeated attempts at consensus have failed.

12. Analyze group dynamics when group appears blocked, meeting is disintegrating and feelings and behavior appear out of congruence.

13. Get action commitments which can be evaluated in terms of product, time and responsibility.

14. Take the time to review and critique process of meeting with members (5-10 minutes).

15. Check back on assignments with each member. Let the member recount his or her charge to assure accurate perception.

ATTACHMENT II
Presenting Committee Reports

1. Generally committee reports should be submitted in writing.

2. A committee report should always be worded in the third person -- not "I report . . .," or "We recommend . . ." Use "The Committee reports . . .," or "The Committee recommends . . ."

3. Begin the report by identifying the committee submitting it -- the name of the committee in the case of a standing committee, or the subject that was referred in the case of a special committee:

   for a standing committee: "The _____ Committee reports that . . ." or "submits the following report . . ."

   for a special committee: "The Committee appointed to (state the purpose) reports that . . ." or "submits the following report . . ."

4. If the written committee report is of considerable importance, it should be singed by all members concurring in its content. Otherwise, the committee can authoirze its chairperson to sign the report alone, adding "Chairperson" after the signature.

5. Committee members not concurring in the committee report can express their views formally in a "minority report;" a written "minority report " may begin:

   The undersigned, a minority of the committee appointed to . . ., not agreeing with the majority, desire to express their views in the case . . .

   A minority report is usually presented after the report of the committee, the reporting committee member notifying the assembly that the minority wishes to submit its views in a separate report.

   The chair calls for the minority report and it is then given unless someone objects. If there is an objection, a vote is taken -- a majority vote is required to receive a minority report; the question is undebatable.

   When the minority report is presented, it is for information, and it cannot be acted upon except by a motion to substitute it for the report of the committee.

6. The "reporting member" is the person giving or reading the committee report. The committee chairperson is the reporting member unless he or she does not wish to give it, in which event the committee chooses another of its members to report.

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10. Sample Committee Reports:

(1) when committee reports on a resolution which was referred to it:

REPORTING MEMBER: The committee to which was referred the resolution, "Resolved, That the Federation endorse the so-called Farnsworth Plan for financing the proposed new school construction program," recommends that the resolution be adopted (or "not be adopted").

Or:

The committee to which was referred . . . has been unable to arrive at a recommendation.

Or, if the resolution is quite long,

The committee to which was referred the resolution relating to governmental reorganization reports it with the recommendation that it be adopted as referred.

(2) When a committee reports back a resolution with a substitute that it recommends for adoption:

REPORTING MEMBER: The committee to which was referred the resolution, "Resolved, That . . . (text of resolution)," recommends that, for the resolution, the following substitute be adopted: "Resolved, That . . . (text of substitute)." On behalf of the committee I move that the resolution last read be substituted for the referred resolution.

(3) when a subject has been referred to a committee, and there is no resolution or motion pending:

REPORTING MEMBER: The committee that was appointed to recommend a suitable recreational facility for the Club to donate to the new Runnymede Park project finds that no provision has been made for tennis courts. The committee therefore recommends the adoption of the following resolution: "Resolved, That the Club underwrite the cost of two tennis courts to be constructed in Runnymede Park."

Howard Ford, Chairman

Mr. President, on behalf of the committee, I move the adoption of the resolution just read.

(4) when a committee report contains recommendations:

A motion can be made to adopt the committee recommendations, BUT, there can sometimes be confusion as to whether the intent of the recommendations has been approved or whether the actions in the recommendations have been approved. Better than a motion to adopt a recommendation is a motion like this: "In accordance with the recommendation in the committee's report, I move that . . . (the specific action)."

ATTACHMENT III

COMMITTEES

TYPES OF COMMITTEES

Function Performed	Examples
Administrative	Personnel; Finance; Membership
Advisory	Policy; Technical
Exploratory and Fact Finding	Study; Survey
Coordinating	Inter-agency
Review	Budget
Program	Education; Recreation
Activity	Campaign; Project
Judicial	Grievance; Hearings
Inspection	Citizen's Committee for State Hospitals, etc.

COMMITTEE ASSIGNMENT FORM

NAME: _____

NAME OF COMMITTEE: _____

CHAIRPERSON: _____

FUNCTION: _____

_____

_____

METHODS REC.: _____

_____

_____

REPORT TO: _____

_____

DATE DUE: _____

REPORT FORM: _____

_____

DECISION FLOW: _____

_____

MEETING DATES & TIMES: _____

_____

_____

PERSONAL ROLE: _____

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Board/Staff Relationships
Defining Roles To Achieve Success

The board of trustees and the staff of the library have different but complementary functions in the management of the library. An open, trusting cooperative relationship can be most easily maintained when trustees and librarians operate with the scope of their own responsibilities -- the librarian in the day to day management and the board in its policy and planning role. In many areas, there are overlapping functions. It is the overlap that provides continuity, consistency and sometimes misunderstandings.

Board

1. Accountability

   Ultimately accountable
   -to the citizens, community, local, state and federal government.
   -to funding sources.

2. Delegation

   -can grant authority and responsibility to officers, librarian or others within federal, state and local laws and the library's by-laws.

3. Organizational Structure

   -establish structure with co-operation of the librarian with definite lines of authority and responsibility.
   -establishes wage classifications for each class of employees.

Chief Librarian

1. Accountability

   - to the board of trustees.
   - to the citizens.
   - to the profession

2. Delegation

   - can delegate authority and responsibility to staff within the guidelines established by the board.

3. Organizational Structure

   - identifies tasks and work load elements and establish work flow patterns.
   - makes recommendations on structure to the board.

4. Organizational Decisions

- concerned with organizational "character" decisions (philosophy, goals, policies). For example, develops material and book selection policy.

4. Organizational Decisions

- concerned with organizational "behavior" decisions (to implement stated philosophy, goals, policies of the board). For example, does the actual selection of books and materials.

5. Policy Development

- establishes policy for board operations, fiscal management, programs and personnel (if not provided through municipality).

5. Policy Development

- develops policy analysis papers to support board activities in policy development.
- develops procedures for implementation of policies.
- carries out procedures.

6. Planning

- responsible for development of long range plans for commitment of resources (facilities, property, personnel, finances, etc.) to meet the changing needs and values of community.
- promotes development and improvement of services.
- these are expressed in a statement of mission or purpose, goals and objectives.

6. Planning

- staff supports board's long range planning by projection of needs and trends in library services.
- responsible for development of intermediate and short range commitment of resources.
- these are expressed in contingency and operational plans, annual budgets, etc.

7. Perpetuation of the Effectiveness of the Library Through

- hiring of a competent head librarian.
- orientation and training of board members.
- providing good salary scale and fringe benefits for library employees.
- encouraging professional development of library staff.
- attendance at/and membership with state and national library trustee associations.

7. Perpetuation of an Effective Library Through

- careful staff selection.
- orientation of staff.
- in-service training.
- supervision and coaching.
- recommends improvements in working conditions, salaries, fringes, etc., to board.
- membership in professional library associations.

8. Financial Management

- reviews the annual budget to determine its adequacy to meet goals and objectives.
- actively works for public and official support of the budget.
- secures funds for operation of the library, exploring all possible revenue sources.
- reviews monthly financial statements in context of the annual budget.
- approves expenditures that are reasonable and within the approved budget.
- contracts for all services.
- evaluates fiscal procedures from time to time between audits.
- contracts for a regular fiscal audit with a management letter (where municipality does not do the auditing).
- requests and reviews audit information where the municipality provides the audit.
- develops a comprehensive risk management policy.
- develops and approves capitol improvement plans.

8. Financial Management

- develops annual budget to achieve annual objectives identified by the board of trustees.
- prepares and presents monthly financial statements to the board in a format that is easily analyzed.
- negotiates and researches contracts according to procedures outlined by the municipality and/or board of trustees.
- maintains all fiscal records not kept directly by the local government.
- provides advice to the board in analysis of and planning for capitol improvements.
- implements capitol improvements plans.
- negotiates and purchases insurance within the risk policy established by the board.

9. Public Relations

- reponsible for liaison with legislative groups.
- represents library trustees on other community boards and committees.
- interprets library plans, policies and programs to the community and to public officials.

9. Public Relations

- responsible for linkages to other program and organization staff.
- represents the library on other community boards and committees.
- develops and implements a plan for public information and education concerning the library and its services.

10. Advocacy

- promotes and supports legislation to improve library services, programs and funding.

ATTACHMENT I
Problem-Solving With the Board

Common Staff Complaints	Board Member's Solution
1. Board members treat staff in condescending manner.	1. Make it a point to visit the library periodically as an individual. Follow protocol of seeing Director first then visiting informally with library staff.
2. A board member agrees on a course of action privately, then publicly changes directions when board votes.	2. Board should adopt a written policy which states that no trustee may act on behalf of the board without prior authorization from the board.
3. Failure to return phone calls.	3. a. Return calls as soon as possible. b. Have secretary or other person return call and explain you will not be able to return call until a specified time.
4. Board or committees do not accomplish work as scheduled thus delaying staff's capacity to work effectively or plan.	4. Reassess committe, board assignments in light of staff time schedules or deadlines: a. reorder priorities if needed, b. reassign tasks if needed.
5. Failure to recognize staff accomplishments.	5. Form a joint board/staff committee to plan for recognition of staff and board.
6. Requests for opinions and evaluations as personal information about other staff members or the chief librarian.	6. Establish protocols on board/staff communications.
7. Requests for extensive research or documentation without clearing with chief librarian.	7. Establish policy that all staff work assignments must be channeled through librarian.
8. Board members asking for special privileges; ("no fines", "getting placed first on reserve list", requesting jobs).	8. Establish operating policies that: a. prohibit special favors, b. include conflict of interest statements.
9. Board members wish to volunteer or become involved in day to day activities of the library.	9. Emphasizing difference in role and establishing policy that all work assignments must be channeled through librarian.

PROBLEM-SOLVING WITH THE BOARD

Board/Staff Problem	Board Member Solution
These are common complaints expressed by board members regarding the board/staff relationships.	These are suggestions that have worked for other board members in similar situations. (They may not be the only solutions.)
1. Inaccurate, insufficient data on which to base decisions.	1. Request data in writing - ask for specific information, and explain why and how the data will be used. This will help the staff to understand in what form information will be most useful.
2. Board has to request data repeatedly.	2. Ask for information in writing and specify a reasonable deadline.
3. Failure to understand board is a volunteer and not paid staff.	3. Emphasize difference in roles, in warm and friendly way; respecting contributions of staff and board.
4. Failure to acknowledge board member's accomplishments.	4. Set up board/staff committee to assure recognition of both board and staff accomplishments.
5. Failure to respond to phone calls from board members.	5. Establish communication protocols with board/chief librarian.
6. Failure to involve board of trustees in library decision-making.	6. Make clear in written policy which areas are for board action (see diagram) and which are administrative decisions.
7. Requests for appointments without indication of subject.	7. Establish meeting protocols with head librarian providing at least 3 days notice (except for emergencies).
8. Failure to comply with agreed upon time schedule.	8. a. Establish priorities for staff work for board. b. Check reasons for failure to comply and problem-solve. c. Document failures in writing.

9. Failure to provide adequate arrangements for meetings and conferences.	9. Provide written instructions on room set-up, equipment and supplies needed.
10. Complex and incomprehensible budget presentations without explanation or back-up.	10. Establish format with staff for board budget presentations. Identify: size of unit, kind of back up desired, how key problem areas will be identified, where "flexible" budgeting can occur, where it cannot.

Planning
Key To Success

The Trustee's Role

The key to success of any organization is how well it can design a realistic Plan for Action, focusing resources of personnel and money on providing services that the community needs and wants.

Such a plan is characterized by being:

1. Responsive to all the varying constituencies within the community;
2. feasible in terms of the political, social and economic constraints of the library, and skill of the library staff.
3. flexible in meeting rapidly changing conditions;
4. cost/effective; and
5. creative.

How Are Plans Developed?

There are many different points of view about the sequence of steps in the planning process and who ought to be involved in each step. Generally the process includes:

1. An evaluation of what currently exists in programs and services;
2. an assessment of what the citizens and organizations of the area want and need, as well as future directions;
3. an analysis of available resources;
4. a study of library technology and political and social trends;
5. an analysis and synthesis of data of items 1, 2, 3 and 4 into statements of need or problems;
6. establishment of the library's long range goals and short range objectives;
7. establishment of priorities;
8. consideration of alternative strategies to meet short and long range goals and objectives;

9. development of an operational plan that
   a) details the tasks,
   b) identifies the personnel and resources required to accomplish the tasks, and
   c) provides a schedule for task completion;
10. development of the budget;
11. approval of the plan;
12. implementation of programs;
13. evaluation of programs; and
14. the process begins again.

What Is A "Needs Assessment?"

"Needs Assessment" is planning jargon for identifying what the community residents and organizations want and need from the library.

Some methods of identifying needs are direct and first-hand: interviews and questionnaires, public hearings and structured community meetings, user evaluation of existing programs and services.

Others are indirect or from secondary sources: census and other demographic data, studies by other organizations such as the public schools, colleges and universities, Community Action agencies and human service agencies, or plans from the city or regional planning department.

An integral part of the needs assessment process is the survey of all library staff (individually or in groups) as to what they believe to be weaknesses and strengths of existing plans and programs. Generally, a combination of methods produces more accurate and comprehensive information than any single method and it is widely accepted that one or more direct participation methods should be included in the needs assessment plan.

The trustee's role in this process is:

1. to review the needs assessment methodology to be sure it is comprehensive enough to assure representation of all geographic, ethnic and racial, and socio-economic sectors of the community;

2. to promote and frequently lead community meetings to get acquainted and hear directly from the citizens what they have to say about their informational needs;

3. to review the analysis of the data collected to determine if the magnitude, cause and nature of problems appears to be accurate.

Resource Analysis

While resource analysis is largely a staff job, the assistance of board members frequently adds depth and comprehensiveness to the process.

The usual steps in resource analysis are:

1. Listing of specific area of need problems from the needs assessment;
2. List of existing agencies which have resources that could be applied to the problem. These may include:
   a) the library itself
   b) library system
   c) state library
   d) local social service agencies
   e) state social service agencies
   f) private foundations
   g) individuals;
3. Identify for each resource organization or program
   a) funding available for problems
   b) staff and material resources available
   c) prior experience with problems
   d) current policies relating to problem
   e) decision making process;
4. analyze the information to determine what resources are already directed at solving the identified problems and how effective they are; and
5. identify potential funding sources not already involved.

Goal Setting

A "Goal" is usually defined as a general statement of an end result desired to be achieved at some unspecified time in the future.

One goal for library service has been enunciated as, "Every citizen of Wisconsin shall have easy access to library services." (Note: The goal does not say how or when the goal will be achieved.)

Many libraries have established goal statements from needs assessments done previously. The trustees should review the goals each time a new needs assessment is done to see if the goals should be revised to reflect changing needs, trends and accomplishments.

The board and librarian then develop a set of short range "objectives" which are steps toward reaching a goal. An "objective" is defined as, "a statement of the steps toward the goal to be achieved in a specified time - usually with a specified number of people and possibly in a specific geographic area."

A sample objective for the goal, "Every citizen will have easy access to library services" is:

> By January 1981, all citizens in Forest county will have access to a regional library system service.
> (Note: The objective doesn't say how this will occur.)

Establishing Priorities: A Board Responsibility

Once needs and trends have been identified and an inventory has been taken of the programs and resources currently directed toward the problem or need, the board is ready to decide what its priorities should be. A preliminary step to establishing priorities is to review the existing statutes to provide overall direction.

The board may wish to establish a list of criteria for selecting priorities. Commonly used criteria are:

1. Scope of problem - how many individuals and organizations are affected by the problem or need?
2. Severity - how much hardship does the need create?
3. Capacity - how well can the library, with its existing structure, staff, board and resources affect the problem?
4. Consistency - how consistent with already adopted library policy is this policy being considered?
5. Resources - what resources could be obtained in and outside the library to solve the problem?
6. Success probability - what is the probability that the library could solve or partially solve the problem if it did commit available resources and personnel to the problem?

Sometimes trustees individually rank or rate the problems, then average their judgements, discuss the results and do a final ranking or rating which is then formalized by board action.

Another ranking method frequently used by health, education and human service agencies is for groups to refine the process by weighting criteria and adding a probability of success figure before judging the problems. These methods require some board orientation and training, but are excellent tools for decision-making because they focus discussion and debate.

Strategy or Program Development

The librarian and staff, the board and possibly study committees, including community members work together in trying to identify as many different programs or projects to solve the problems as they can. This search generally includes:

1. Comments from citizens;
2. a literature search and review of existing plans and programs in other communities;
3. discussion with experts in the field; and
4. a review of federal and state legislation both pending and enacted.

When they have generated as many alternative solutions as possible, the board, with the assistance of the librarian, should evaluate the alternatives in a systematic fashion. They might use a ranking or rating scale with a set of criteria (see Attachment I, p. i) or they may wish to follow a simple matrix like the following:

Solution 1 Considerations	Advantages	Disadvantages	Feasibility Issues
1. Cost			Consider whether it is economically feasible - can we get funds?
2. Equity			Socially - will community accept?
3. Ease of implementation			Politically - will mayor, etc., support?
4. Short-range effects			Technically - do we have the staff skilled to do it - can we get them?
5. Long-range effects			
6. Skill required			

Solution 2, etc.

When board members have decided on the best set of strategies to accomplish the objectives, they vote to accept strategies and then staff develops an operational plan.

Operational Plan Review

Following staff development of a complete operational plan with budget and time schedule for each objective, the board once again reviews the entire project to see that it is economically sound and cost efficient.

How can the board prepare itself for this complex task? By reviewing prior year's plans and evaluations: Did the staff accomplish what was planned and budgeted? Why or why not? What are the differences in current plans? What were the barriers to implementation that have occurred in the past? How have they been corrected? Do the tasks and times sound reasonable? Are there plans for contingencies? Was the budget adequate? Has the budget been systematically over- or under-estimated? In which areas? How do the budgets for these projects compare? Is there a plan and budget for staff training for new projects? Is there provision for public information and education on new projects?

Once the board has assured itself that each program or workplan is reasonable, it needs to look again at each plan:

What policies apply to the plan?

What new policies will be needed?

Can reasonable policies be developed and readied so that the public will get a clear image of what the project/program will/will not do?

The board's final responsibility is to formally approve the plan.

H i

ATTACHMENT I
Priority Ranking

	Col. A Scope (# of people)	Col. B Hardship	Col. C Stability (Add Col. A & B)	Col. D Capacity	Col. E Resources	Col. F Impact (Add D & E)
1. Library services to suburbs						
2. Outreach to handicapped, incarcerated						
3. 24-hour library service						
4. Management book collection						
5. Children's services and book improvement						

PRIORITY RANKING SCALE

1. Please rank each item in column A to show which needs affect the largest number of people (5 = the largest number and 1 = the least).

2. Please rank each item in column B to show which problems create the most hardships for people (5 = the most hardships and 1 = the least).

3. Add the two columns together in the total column (C) to show Need Ranking (highest numbers indicate the most severe problems).

NOW CONSIDER:

4. Rank the needs in order of the library's capacity to solve problem (5 = greatest capacity, 1 = least).

5. Rank the needs in order of the resources available to solve the problem (5 = most resources, 1 = least).

6. Total the two compumns and show Potential Impact Ranking (10 has greatest potential, 2 has least).

Total the scores of Need Ranking from C and Potential Ranking from E in column F.

Library Board Policies

Framework For Successful Action

"Your job is to develop 'policy'" - the new trustee is admonished.

"But what does that mean?" the trustee asks.

Silence . . .

Webster's dictionary provides the most concise written statement on policy, not only dealing with what policy is, but also with how policy should be made. It defines policy as, "a definite course or method of action selected from among alternatives and in the light of given conditions, to guide and determine present and future conditions.

Effective Policies

Effective policies are . . .

- broadly stated guidelines for actions and decisions ("procedures" are the detailed steps developed by staff to implement policy).
- flexible enough to be almost all encompassing but not so amorphous as to provide no structure or direction.
- long term in duration.
- passed by formal motion of the board of trustees and recorded in the minutes.
- readily accessible to the public, board and staff in a form that permits easy consideration of current issues.

How are policies helpful to the trustee?

Policies . . .

- promote continuity in management in spite of staff turnover.
- facilitate planning and decision making.
- provide guidelines for applying controls.
- assist in coordinating and integrating activities.
- assist in achieving predictability, consistency and equity in library services.

Policies are useful to the staff as well, because well-written policies . . .

- permit freedom of action within known limits.

- simplify decision making.

- protect employees from political and personal pressure.

- promote employee security.

- clarify the board's decisions.

Sometimes books and references talk about a single document as "library policy." This is particularly true when new libraries are established. In fact, most libraries make series of policies on a wide range of topics over extended periods of time.

It is helpful to visualize policies as part of the planning and management system.

Policies begin with a statement of the mission or purposes of the library in the community. (This is stipulated in part by the state library legislation, Ch. 43, Wis. Stats; in part by the municipal ordinance establishing a local library; and, in part, by the decision of the board itself.)

A statement of philosophy follows the statement of mission. Most libraries have adopted the ALA Library Bill of Rights and Freedom to Read statement as a portion of the statement of philosophy, adding to it whatever additional local values the community holds.

The statements of goals (long-range results the library hopes to achieve) and objectives (more specific short-term results the library hopes to achieve within a specified period) are then put forth.

Policies are statements or guidelines about how the organization will function in carrying out its mission, goals, objectives, program activities and tasks, and its service procedures.

Decisions about modfications in mission, goals and objectives result from changing community needs and values as well as changing community conditions and resources.

Experiences in implementing services and programs result in requests for policy modification from administrators, clients and the community.

There are basically two categories of policies: External Policies (those relating to the library's relationship to its clients, community, governmental units and other libraries and library systems) and Internal Management Policies.

External Policies

A. Client related policies.

1. Hours of operation.

2. Eligibility for services and library cards (resident/non-resident; individual or group; ages of patron).

   Adoption of the Freedom of Expression Statement: ALA statement on government intimidation (See Attachment I).

3. Selection policies - books and materials.
   Policies should include:

   a. Responsibility for selection.
   (Librarian normally responsible. In small communities a selection committee of board may be appropriate.)

   b. Adoption of the Library Bill of Rights and Freedom to Read position statements of ALA (See Attachments II & III).

   See ALA interpretations on the following issues: challenged materials, expurgation of materials, reevaluation of library collections, sexism, racism and other -isms, labeling, restricted access, censorship, confidentiality of library records (See Attachments IV - XII).

   c. Scope of collection, emphasis of collection and limits of collection, priority setting methods.

   d. Quality of books to be purchased.

   e. Grievance procedure for citizens wishing to complain.

   f. Gifts and special collections.

      (1) Conditions under which gifts will be accepted.

(2) Disposition of nonusable gifts.
(3) Conditions for acceptance of personal property, art objects, etc.
(4) Conditions for acceptance of money, real property and stocks.
(5) Use of special bookplates and other special designations for gifts.
(6) Acceptance of religious materials.
(7) Conditions for acceptance of historical materials and writings of local authors.
(8) Storage and use of material not designated as an outright gift.
(9) Appropriate methods for solicitation of gifts for memorial purposes.

g. Basis and methods of withdrawing and disposing of materials.

h. Policy on supplying textbooks relating to school curriculum.

4. Circulation.

Policy issues include:

a. Adoption of Library Bill of Rights and Freedom to Read statement of ALA. (See Attachments II & III.)

b. Labeling policy (See Attachment IV for ALA interpretation).

c. Free access to libraries for minors (See Attachment V for ALA interpretation).

d. Challenged materials (See Attachment VI for ALA interpretation).

e. Restricted access (See Attachment VII for ALA interpretation).

f. Sexism, racism, and other -isms (See Attachment VIII for ALA interpretation).

g. Length of time books and other materials may be borrowed.

h. Book reservation policy.

i. Books by type which can/cannot be borrowed for home use.

j. Fees for use of books and/or materials.

k. Fines for overdue, damaged and lost books and materials.

l. Charges for damaged equipment and/or facilities.

5. Copyright Law.

The board of trustees should develop policy relating to the implementation of the new copyright law. Some considerations are:

a. "Life of copyright extends from the time a work is created to fifty years after the death of the creator.

b. Single copy reproductions are permitted under the fair use doctrine for private study, scholarship or research, providing the reproduction is made without any purpose of direct or indirect commercial advantage.

c. Libraries are required to display prominently, at the place where orders for photocopying are accepted, a warning notice that the making of copies may be subject to the copyright law.

d. Libraries are not prevented from making reproductions of a work for inter library loan purposes, providing it is not done in such quantities as to substitute for a subscription to or purchase of such work."[1]

6. Program and/or services policies.

For each of the special programs which the library initiates, it should predict what major guidelines will be necessary to provide consistent, predictable and equitable service to all clients. Annual review of program policy should be initiated with the assistance of the librarian.

Examples include:

a. Kinds of reference service to be provided (telephone, in-person, etc.).

b. To whom references will be provided (individuals, businesses, etc.).

c. Scope and depth of service to be provided.

d. Fees for photocopying, etc.

B. Community related policies.

1. Mobile outreach services.

a. Site selection criteria for establishment of branch libraries or mobile services.

b. Hours of service.

c. Scope of service.

d. Eligibility for service.

2. Use of library facilities by community groups.

Policies should include coverage in the following areas:

a. Who can use the library and for what purposes?

(1) Who determines priority - first come-first served; individual vs. government; or library users take priority?

(2) May groups have exclusionary membership clauses?

b. Hours the library rooms may be used by groups, individuals.

c. How may reservations be made?

(1) How long in advance?
(2) With whom (position, not person's name)?
(3) Confirmation in writing.
(4) Cancellation policies.

d. Are fees charged? To whom? Under what circumstances? How much?

e. How frequently can any single group use facilities? Regular meeting scheduling? For how long?

f. Can refreshments be made and/or served in the building?

g. Janitorial services required? If so, free or paid?

h. Guards or custodians required for lock-up?

i. Insurance for physical or property damage? Loss? Whose responsibility? Library's or users?

j. What equipment can/will be provided and at what costs, with what restrictions? Projectors, video equipment, mikes and loud speakers, overhead projectors?

C. Intergovernmental related policies.

1. Adoption of the ALA statement on governmental intimidation (See Attachment I).

2. Cooperation with other libraries; other library systems.

a. Kinds of libraries and library systems with which the library will cooperate.

b. Areas of cooperation.

c. Limits of cooperative efforts.

d. Relationship to the statewide library plan (for other concerns see chapter O on Library Systems).

3. Relationship to the school system.

   a. Define the specific functions of the public library and of the school library.

   b. Delineate areas of cooperation between school and public libraries.

   c. Delineate methods and timing for joint planning for school and public library services.

4. Public Relations.

   Policies should:

   a. Delineate the scope of public relations activities:

      (1) Through direct contacts with users.

      (2) Through mass media sources.

      (3) Through outreach activities (speakers, membership, etc.).

      (4) Through advocacy efforts.

   b. Spell out the public relations related responsibilities of staff, trustees and Friends of the Library.

   c. Delineate the roles staff play in community affairs and define any constraints.

   d. Define board/staff roles and responsibilities in generation of an annual public relations plan (See Chapter K).

   e. Define the public relations responsibility in "crisis" situations.

   f. Outline the protocols for release of "sensitive information."

   g. Delineate the areas of "confidentiality."

Internal Management Policies

A. Board operating policies.

The guidelines that follow focus on the manner in which the board of trustees will function in relation to each other, the paid staff and volunteers.

Board operating policy should include:

1. Organizational structure of the board: officers, committees, etc.

2. Selection of officers and election methods for board and committee chairpersons.

3. Decision rules (Robert's rules for parliamentary procedure, concensus method, etc.).

4. Agenda development (who, how and when agenda developed).

5. Attendance rules (3 unexcused absences results in requests for resignation).

6. Conflict of interest policy.

7. Legal liabilities of board and appropriate insurance coverage as detailed in the Risk Management Statement (See Ch. H).

B. General management policy.

These guidelines are concerned with the overall operation of the library and generally establish structure, authority and responsibility.

1. Functional organization of the library is defined in order to delineate:

   a. The work performed by each unit.

   b. Working relationships between units.

2. Job classifications within the library are defined to include:

   a. Identification of responsibility for development and update of classification systems.

   b. How and when jobs will be reclassified.

   c. Procedures for requesting a reclassification or filing a grievance relating to reclassification.

3. Delineate supervisory/management functions and processes by:

   a. Defining the policies relating to which supervisory process is to be used: management by objective, grid management, etc.

   b. Defining supervisory responsibilities.

      (1) Production of work assigned to unit.
      (2) Compliance with personnel regulations.
      (3) Performance evaluations.
      (4) Staff development.
      (5) Involvement in employee selection, promotion and discipline.

c. Define management responsibilities.

(1) Coordination of work units.
(2) Development and coordination of programs and services.

d. Participate in the design and implementation of a planning process for the library.

e. Staff training and development.[2]

C. Financial policies. Policies should include one or more of the following:

1. Funding.

a. Balance, or mix, of funding sources desired.

b. Fund-raising methods defined.

c. Restrictions on acceptance of gifts, bequests.

d. Responsibility for generating fund-raising plans with staff delineated.

e. Responsibility for evaluation of fund-raising efforts and reporting back to the board.

f. Conditions under which requests to municipalities for bond issues will be submitted.

2. Investment.

a. Investment mix desired.

b. Restrictions (if any) on firms or companies due to business practices or violations of EEOC or other human rights laws (See the municipal policy on this issue; the library may wish to utilize a consistent policy.).

c. Use of selected investment methods such as "call options" giving the owner or purchaser the right to "call away" stock from its purchaser at a set price for a set time.

3. Methods to be used for investing (i.e., utilizing staff expertise, board/committee expertise, a local stockbroker, national exchange, etc.).

4. Limits on investments with any one company or total investments.

D. Fiscal controls.

Guidelines for fiscal controls should include as a minimum:

1. Methods of budgeting to be used: line item, program budgeting, Program Planning Budgeting System, etc.

2. Banking procedures to be used (including the writing of checks).

3. System of internal controls to be applied including: purchasing, payment vouchers, etc. Such policy should delineate who (by job title) has responsibility for each task.

4. Policy on the frequency and depth of audits.

   a. Who will negotiate and/or do the audit (outside CPA or municipal staff)?

   b. Audit should include a management letter to the board chair outlining the strengths and weaknesses of the financial management including external and internal management controls.

E. Property management.

1. Define the policy of the board relating to purchases and building (See Ch. P).

2. Detail the responsibility of the board and staff for proper safekeeping of all physical assets of the library.

3. Establish the policy regarding an annual inventory of all property owned by the library and an assessment of unusual wear or damage to major equipment.

4. Define depreciation standards and replacement policies for personal property.

5. Establish a risk management policy relating to property as a part of the regular risk management policy (See "F" which follows immediately).

F. Risk management policy.

This policy relates to the protection of the board of trustees through the provision of insurance. Because of the scope of the subject, it is treated separately in Chapter K.

G. Personnel Policy.

See Chapter O for a discussion of the board's role in the development of a personnel policy.

Policy Development — Policy Analysis

Policy changes are major changes and/or additions to established practice and previous policy. The trustees should allow adequate time for policy consideration and should not condone incomplete or inadequate assessment of possible options. If single and unresearched recommendations are arbitrarily rubber stamped by the board without due consideration, the trustees will waste time reconsidering prior decisions, acting in crisis situations, and rebuilding lost confidence of staff and community.

While only the trustees have the legal responsibility and authority to make policy, experience shows that the decision process works best when the administrators and other staff are involved in researching policy and alternative options are available to the trustees.

A systematic presentation of policy options should include:

1. A statement of the condition or problem, predicated or present, which requires policy consideration.

2. A statement telling how any policy will contribute to the accomplishment of the library's goals and objectives.

3. A statement of all existing policies related to or affected by the policy decision.

4. A listing of policy options available, with an analysis of:

   a. The long and short range effects of enacting each policy.

   b. The potential side effects - good or bad - of passing each policy.

   c. Approximate dollar cost of implementing each policy.

5. A recommendation accompanied by a summary of the corresponding rationale for changes in related policies.

In medium and large libraries, the librarian and staff should have responsibility for submitting the policy analysis to the appropriate committee for review. In small libraries, a committee of the board of trustees may need to analyze the policy options. Smaller libraries cannot afford to make snap decisions which can sap them of limited resources. Consequently, the trustees have more rather than less responsibility.

After a specific policy concept has been chosen from among the alternatives as analyzed, the trustees are ready for further policy review and action.

1. Is the policy clearly stated?

   a. Does everyone understand what each individual word means?

   b. Does it clearly spell out the boundary limits of action?

c. Does it lay out exactly who is responsible and who has the authority to carry out actions?

2. After serious analysis, the board is ready to make a formal MOTION to adopt the specific policy. (It is wise to have the complete policy statement in writing for each trustee.)

3. The trustees take a formal vote on the motion. All motions, votes, etc., should be properly recorded in the minutes.

(See Library Policy Development, p. 11)

Library Policy Manual

No trustee can properly fulfill the duties of his/her office without adequate information about existing policies and prior decisions in an easy-to-use format (probably loose-leaf so that new policies and/or policy revisions can be added).

Each new trustee should be given an indexed policy manual before the first meeting so that full participation can occur as soon as possible.

Contents of a policy manual are probably best categorized and number under some form of topical headings for easy reference.

As each new policy is adopted, the policy should be numbered, and the date of adoption should be indicated next to it so that trustees wishing to review the policy will quickly be referred to the appropriate minutes and addenda to the minutes to learn what alternatives were considered and why the specific policy option was adopted.

When modifications to the policy are made, the changes should be so stipulated in the manual along with the dates of the modifications.

What should you do if your library does not have a policy manual?

Make one of the two following motions:

1. That the librarian be requested to review all of the board minutes and list all policies (with the date of adoption) and categorize them into topical headings,

   or,

2. That the appropriate committees of the board: finance, personnel, etc., be requested to review policies for clarity, completeness and comprehensiveness.

NOTES:

1. Virginia Young, The Library Trustee. (New York, 1978), pp. 54,55. Reprinted by permission of R. R. Bowker Co. Copyright c 1978 Xerox Corporation.

2. The Personnel Manual, (Chicago, 1977)

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Berninghausen, David K. The Flight from Reason. American Library Association, Chicago, 1975.

The Personnel Manual, American Library Association, Chicago, 1977.

Spencer, June. "Policy Analysis," Opinion Research Associates, Inc. Madison, Wisconsin, 1977.

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ATTACHMENT I
Resolution on Governmental Intimidation

WHEREAS, The principle of intellectual freedom protects the rights of free expression of ideas, even those which are in opposition to the policies and actions of Government itself; and

WHEREAS, The support of that principle is guaranteed by the First Amendment, thus insuring Constitutional protection of individual or collective dissent; and

WHEREAS, Government, at whatever level, national, state, or local, must remain ever vigilant to the protection of that principle; and

WHEREAS, Government, although properly empowered to promulgate, administer, or adjudicate law, has no right to use illicitly its legally constituted powers to coerce, intimidate, or harrass the individual or the citizenry from enunciating dissent; and

WHEREAS, The illegitimate uses of legitimate governmental powers have become increasingly a matter of public record, among them being the misuse of the Grand Jury and other investigative procedures, the threat to deny licenses to telecommunications media, the indictment of citizens on charges not relevant to their presumed offenses, and the repressive classification, and hence denial, of documentary material to the very public taxed for its accumulation; and

WHEREAS, These illicit uses not only constitute an abrogation of the right to exercise the principle of freedom of expression, but also, and perhaps more dangerously, prefigure a society no longer hospitable to dissent;

NOW THEREFORE BE IT RESOLVED, That the American Library Association, cognizant that on the scales of justice the strength of individual liberty may outweigh the force of power, expresses its unswerving opposition to any use of governmental prerogative which leads to the intimidation of the individual or the citizenry from the exercise of the constitutionally protected right of free expression, and

BE IT FURTHER RESOLVED, That the American Library Association encourage its members to resist such improper uses of governmental power, and

FURTHER, That the American Library Association supports those against whom such governmental power has been employed.

Adopted February 2, 1973 by the ALA Council

(ISBN 8389-5421-9)

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ATTACHMENT II
Library Bill of Rights

The Council of the American Library Association reaffirms its belief in the following basic policies which should govern the services of all libraries.

1. As a responsibility of library service, books and other library materials selected should be chosen for values of interest, information and enlightenment of all the people of the community. In no case should library materials be excluded because of the race or nationality or the social, political, or religious views of the authors.

2. Libraries should provide books and other materials presenting all points of view concerning the problems and issues of our times; no library materials should be proscribed or removed from libraries because of partisan or doctrinal disapproval.

3. Censorship should be challenged by libraries in the maintenance of their responsibility to provide public information and enlightenment.

4. Libraries should cooperate with all persons and groups concerned with resisting abridgement of free expression and free access to ideas.

5. The rights of an individual to the use of a library should not be denied or abridged because of his age, race, religion, national origins or social or political views.

6. As an institution of education for democratic living, the library should welcome the use of its meeting rooms for socially useful and cultural activities and discussion of current public questions. Such meeting places should be available on equal terms to all groups in the community regardless of the beliefs and affiliations of their members, provided that the meetings be open to the public.

Adopted June 18, 1948.

Amended February 2, 1961 and June 27, 1967 by the ALA Council.

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ATTACHMENT III

INTELLECTUAL FREEDOM STATEMENT

An *Interpretation of the*

LIBRARY BILL OF RIGHTS

The heritage of free men is ours.

In the Bill of Rights to the United States Constitution, the founders of our nation proclaimed certain fundamental freedoms to be essential to our form of government. Primary among these is the freedom of expression, specifically the right to publish diverse opinions and the right to unrestricted access to those opinions. As citizens committed to the full and free use of all communications media and as professional persons responsible for making the content of those media accessible to all without prejudice, we, the undersigned, wish to assert the public interest in the preservation of freedom of expression.

Through continuing judicial interpretations of the First Amendment to the United States Constitution, freedom of expression has been guaranteed. Every American who aspires to the success of our experiment in democracy—who has faith in the political and social integrity of free men—must stand firm on those Constitutional guarantees of essential rights. Such Americans can be expected to fulfill the responsibilities implicit in those rights.

We, therefore, affirm these propositions:

1. **We will make available to everyone who needs or desires them the widest possible diversity of views and modes of expression, including those which are strange, unorthodox or unpopular.**

   Creative thought is, by its nature, new. New ideas are always different and, to some people, distressing and even threatening. The creator of every new idea is likely to be regarded as unconventional—occasionally heretical—until his idea is first examined, then refined, then tested in its political, social or moral applications. The characteristic ability of our governmental system to adapt to necessary change is vastly strengthened by the option of the people to choose freely from among conflicting opinions. To stifle nonconformist ideas at their inception would be to end the democratic process. Only through continuous weighing and selection from among opposing views can free individuals obtain the strength needed for intelligent, constructive decisions and actions. In short, we need to understand not only what we believe, but why we believe as we do.

2. **We need not endorse every idea contained in the materials we produce and make available.**

We serve the educational process by disseminating the knowledge and wisdom required for the growth of the mind and the expansion of learning. For us to employ our own political, moral, or esthetic views as standards for determining what materials are published or circulated conflicts with the public interest. We cannot foster true education by imposing on others the structure and content of our own opinions. We must preserve and enhance the people's right to a broader range of ideas than those held by any librarian or publisher or church or government. We hold that it is wrong to limit any person to those ideas and that information another believes to be true, good, and proper.

3. **We regard as irrelevant to the acceptance and distribution of any creative work the personal history or political affiliations of the author or others responsible for it or its publication.**

A work of art must be judged solely on its own merits. Creativity cannot flourish if its appraisal and acceptance by the community is influenced by the political views or private lives of the artists or the creators. A society that allows blacklists to be compiled and used to silence writers and artists cannot exist as a free society.

4. **With every available legal means, we will challenge laws or governmental action restricting or prohibiting the publication of certain materials or limiting free access to such materials.**

Our society has no place for legislative efforts to coerce the taste of its members, to restrict adults to reading matter deemed suitable only for children, or to inhibit the efforts of creative persons in their attempts to achieve artistic perfection. When we prevent serious artists from dealing with truth as they see it, we stifle creative endeavor at its source. Those who direct and control the intellectual development of our children—parents, teachers, religious leaders, scientists, philosophers, statesmen—must assume the responsibility for preparing young people to cope with life as it is and to face the diversity of experience to which they will be exposed as they mature. This is an affirmative responsibility that cannot be discharged easily, certainly not with the added burden of curtailing one's access to art, literature, and opinion. Tastes differ. Taste, like morality, cannot be controlled by government, for governmental action, devised to suit the demands of one group, thereby limits the freedom of all others.

5. **We oppose labeling any work of literature or art, or any persons responsible for its creation, as subversive, dangerous, or otherwise undesirable.**

Labeling attempts to predispose users of the various media of communication, and to ultimately close off a path to knowledge. Labeling rests on the assumption that persons exist who have a special wisdom, and who, therefore, can be permitted to determine what will have good and bad effects on other people. But freedom of expression rests on the premise of ideas vying in the open marketplace for acceptance, change, or rejection by individuals. Free men choose this path.

6. We, as guardians of intellectual freedom, oppose and will resist every encroachment upon that freedom by individuals or groups, private or official.

It is inevitable in the give-and-take of the democratic process that the political, moral and esthetic preferences of a person or group will conflict occasionally with those of others. A fundamental premise of our free society is that each citizen is privileged to decide those opinions to which he will adhere or which he will recommend to the members of a privately organized group or association. But no private group may usurp the law and impose its own political or moral concepts upon the general public. Freedom cannot be accorded only to selected groups for it is then transmuted into privilege and unwarranted license.

7. Both as citizens and professionals, we will strive by all legitimate means open to us to be relieved of the threat of personal, economic, and legal reprisals resulting from our support and defense of the principles of intellectual freedom.

Those who refuse to compromise their ideals in support of intellectual freedom have often suffered dismissals from employment, forced resignations, boycotts of products and establishments, and other invidious forms of punishment. We perceive the admirable, often lonely, refusal to succumb to threats of punitive action as the highest form of true professionalism: dedication to the cause of intellectual freedom and the preservation of vital human and civil liberties.

In our various capacities, we will actively resist incursions against the full exercise of our professional responsibility for creating and maintaining an intellectual environment which fosters unrestrained creative endeavor and true freedom of choice and access for all members of the community.

We state these propositions with conviction, not as easy generalizations. We advance a noble claim for the value of ideas, freely expressed, as embodied in books and other kinds of communications. We do this in our belief that a free intellectual climate fosters creative endeavors capable of enormous variety, beauty, and usefulness, and thus worthy of support and preservation. We recognize that application of these propositions may encourage the dissemination of ideas and forms of expression that will be frightening or abhorrent to some. We believe that what people read, view, and hear is a critically important issue. We recognize, too, that ideas can be dangerous. It may be, however, that they are effectually dangerous only when opposing ideas are suppressed. Freedom, in its many facets, is a precarious course. We espouse it heartily.

Adopted by the ALA Council,
June 25, 1971

Endorsed by the FREEDOM TO READ FOUNDATION,
Board of Trustees
June 18, 1971

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ATTACHMENT IV
Freedom to Read Statement

The freedom to read is essential to our democracy. It is continuously under attack. Private groups and public authorities in various parts of the country are working to remove books from sale, to censor textbooks, to label "controversial" books, to distribute lists of "objectionable" books or authors, and to purge libraries. These actions apparently rise from a view that our national tradition of free expression is no longer valid; that censorship and suppression are needed to avoid the subversion of politics and the corruption of morals. We, as citizens devoted to the use of books and as librarians and publishers responsible for disseminating them, wish to assert the public interest in the preservation of the freedom to read.

We are deeply concerned about these attempts at suppression. Most such attempts rest on a denial of the fundamental premise of democracy, that the ordinary citizen, by exercising his critical judgement, will accept the good and reject the bad. The censors, public and private, assume that they should determine what is good and what is bad for their fellow citizens.

We trust Americans to recognize propaganda, and to reject it. We do not believe they need the help of censors to assist them in this task. We do not believe they are prepared to sacrifice their heritage of a free press in order to be "protected" against what others think may be bad for them. We believe they still favor free enterprise in ideas and expression.

We are aware, of course, that books are not alone in being subjected to efforts at suppression. We are aware that these efforts are related to a larger pattern of pressures being brought against education, the press, films, radio and television. The problem is not only one of actual censorship. The shadow of fear cast by these pressures leads, we suspect, to an even larger voluntary curtailment of expression by those who seek to avoid controversy.

Such pressure toward conformity is perhaps natural to a time of uneasy change and pervading fear. Especially when so many of our apprehensions are directed against an ideology, the expression of a dissident idea becomes a thing feared in itself, and we tend to move against it as against a hostile deed, with suppression.

And yet suppression is never more dangerous than in such a time of social tension. Freedom has given the United States the elasticity to endure strain. Freedom keeps open the path of novel and creative solutions, and enables change to come by choice. Every silencing of a heresy, every enforcement of an orthodoxy, diminishes the toughness and resiliency of our society and leaves it the less able to deal with stress.

Now as always in our history, books are among our greatest instruments of freedom. They are almost the only means for making generally available ideas or manners of expression that can initially command only a small audience. They are the natural medium for the new idea and the untried voice from which come the original contributions to social growth. They are essential to the extended discussion which serious though requires, and to the accumulation of knowledge and ideas into organized collections.

We believe that free communication is essential to the preservation of a free society and a creative culture. We believe that these pressures towards conformity present the danger of limiting the range and variety of inquiry and expression on which our democracy and our culture depend. We believe that every American community must jealously guard the freedom to publish and to circulate, in order to preserve its own freedom to read. We believe that publishers and librarians have a profound responsibility to give validity to that freedom to read by making it possible for the readers to choose freely from a variety of offerings.

The freedom to read is guaranteed by the Constitution. Those with faith in free men will stand firm on these constitutional guarantees of esential rights and will exercise the responsibilities that accompany these rights.

We therefore affirm these propositions:

1. *It is in the public interest for publishers and librarians to make available the widest diversity of views and expressions, including those which are unorthodox or unpopular with the majority.*

Creative thought is by definition new, and what is new is different. The bearer of every new thought is a rebel until his idea is refined and tested. Totalitarian systems attempt to maintain themselves in power by the ruthless suppression of any concept which challenges the established orthodoxy. The power of a democratic system to adapt to change is vastly strengthened by the freedom of its citizens to choose widely from among conflicting opinions offered freely to them. To stifle every nonconformist idea at birth would mark the end of the democratic process. Furthermore, only through the constant activity of weighing and selecting can the democratic mind attain the strength demanded by times like these. We need to know not only what we believe but why we believe it.

2. *Publishers, librarians, and booksellers do not need to endorse every idea or presentation contained in the books they make available. It would conflict with the public interest for them to establish their own political, moral, or aesthetic views as a standard for determining what books should be published or circulated.*

Publishers and librarians serve the educational process by helping to make available knowledge and ideas required for the growth of the mind and the increase of learning. They do not foster education by imposing as mentors the patterns of their own thought. The people should have the freedom to read and consider a broader range of ideas than those that may be held by any single librarian or publisher or government or church. It is wrong that what one man can read should be confined to what another thinks proper.

3. *It is contrary to the public interest for publishers or librarians to determine the acceptability of a book on the basis of the personal history or political affiliations of the author.*

A book should be judged as a book. No art or literature can flourish if it is to be measured by the political views or private lives of its creators. No society of free men can flourish which draws up lists of writers to whom it will not listen, whatever they may have to say.

4. *There is no place in our society for efforts to coerce the taste of others, to confine adults to the reading matter deemed suitable for adolescents, or to inhibit the efforts of writers to achieve artistic expression,*

To some, much of modern literature is shocking. But is not much of life itself shocking? We cut off literature at the source if we prevent writers from dealing with the stuff of life. Parents and teachers have a responsibility to prepare the young to meet the diversity of the experiences in life to which they will be exposed, as they have a responsibility to help them learn to think critically for themselves. These are affirmative responsibilities, not to be discharged simply by preventing them from reading works for which they are not yet prepared. In these matters taste differs, and taste cannot be legislated; nor can machinery be devised which will suit the demands of one group without limiting the freedom of others.

5. *It is not in the public interest to force a reader to accept with any book the prejudgement of a label characterizing the book or author as subversive or dangerous.*

The ideal of labeling presupposes the existence of individuals or groups with wisdom to determine by authority what is good or bad for the citizen. It presupposes that each individual must be directed in making up his mind about the ideas he examines. But Americans do not need others to do their thinking for them.

6. *It is the responsibility of publishers and librarians, as guardians of the people's freedom to read, to contest encroachments upon that freedom by individuals or groups seeking to impose their own standards or tastes upon the community at large.*

It is inevitable in the give and take of the democratic process that the political, moral, or the aesthetic concepts of an individual or group will occasionally collide with those of another individual or group. In a free society each individual is free to determine for himself what he wishes to read, and each group is free to determine what it will recommend to its freely associated members. But no group has the right to take the law into its own hands, and to impose its own concept of politics or morality upon other members of a democratic society. Freedom is no freedom if it is accorded only to the accepted and the inoffensive.

7. *It is the responsibility of publishers and librarians to give full meaning to the freedom to read by providing books that enrich the quality of thought and expression. By the exercise of this affirmative responsibility, bookmen can demonstrate that the answer to a bad book is a good one, the answer to a bad idea is a good one.*

The freedom to read is of little consequence when expended on the trivial; it is frustrated when the reader cannot obtain matter fit for his purpose. What is needed is not only the absence of restraint, but the positive provision of opportunity for the people to read the best that has been thought and said. Books are the major channel by which the intellectual inheritance is handed down, and the principal means of its testing and growth. The defense of their freedom and integrity, and the enlargement of their service to society, requires of all bookmen the utmost of their faculties, and deserves of all citizens the fullest of their support.

We state these propositions neither lightly nor as easy generalizations. We here stake out a lofty claim for the value of books. We do so because we believe that they are good, possessed of enormous variety and usefulness, worthy of cherishing and keeping free. We realize that the application of these propositions may mean the dissemination of ideas and manners of expression that are repugnant to many persons. We do not state these propositions in the comfortable belief that what people read is unimportant. We believe rather that what people read is deeply important; that ideas can be dangerous; but that the suppression of ideas is fatal to a democratic society. Freedom itself is a dangerous way of life, but it is ours.

Adopted June 25, 1953, revised January 28, 1972 by the ALA Council

Endorsed by:
American Library Association, Council, June 25, 1953
American Book Publishers Council, Board of Directors, June 18, 1953

Subsequently Endorsed by:
American Booksellers Association, Board of Directors
Book Manufacturers' Institute, Board of Directors
National Education Association, Commission for the Defense of Democracy through Education

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ATTACHMENT V
Resolution on Challenged Materials

An Interpretation of the LIBRARY BILL OF RIGHTS

WHEREAS, The LIBRARY BILL OF RIGHTS states that no library materials should be proscribed or removed because of partisan or doctrinal disapproval, and

WHEREAS, Constitutionally protected expression is often separated from unprotected expression only by a dim and uncertain line, and

WHEREAS, Any attempt, be it legal or extra-legal, to regulate or suppress material must be closely scrutinized to the end that protected expression is not abridged in the process, and

WHEREAS, The Constitution requires a procedure designed to focus searchingly on the question before speech can be suppressed, and

WHEREAS, The dissemination of a particular work which is alleged to be unprotected should be completely undisturbed until an independent determination has been made by a judicial officer, including an adversary hearing,

THEREFORE, THE PREMISES CONSIDERED, BE IT RESOLVED, That the American Library Association declares as a matter of firm principle that no challenged library material should be removed from any library under any legal or extra-legal pressure, save after an independent determination by a judicial officer in a court of competent jurisdiction and only after an adversary hearing, in accordance with well-established principles of law.

Adopted by the ALA Council, June 25, 1971.

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ATTACHMENT VI
Expurgation of Library Materials

An Interpretation of the LIBRARY BILL OF RIGHTS

Library materials are chosen for their value and interest to the community the library serves. If library materials were acquired for these reasons and in accordance with a written statement on materials selection, then to expurgate must be interpreted as a violation of the LIBRARY BILL OF RIGHTS. For purposes of this statement, expurgation includes deletion, excision, alteration or obliteration. By such expurgation, the library is in effect denying access to the complete work and the full ideas that the work was intended to express; such action stands in violation of Article II of the LIBRARY BILL OF RIGHTS which states that "no library materials should be proscribed or removed from libraries because of partisan or doctrinal disapproval."

The act of expurgation has serious implications. It involves a determination by an individual that it is necessary to restrict the availability of that material. It is, in fact censorship.

When a work is expurgated, under the assumption that certain sections of that work would be harmful to minors, the situation is no less serious. Expurgation of any library materials imposes a restriction, without regard to the rights and desires of all library users.

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ATTACHMENT VII
Reevaluating Library Collections*

An Interpretation of the LIBRARY BILL OF RIGHTS

The continuous review of library collections to remove physically deteriorated or obsolete materials is one means to maintain active library collections of current interest to users. Continued re-evaluation is closely related to the goods and responsibilities of libraries and is a valuable tool of collection building. This procedure, however, is sometimes used as a convenient means to remove materials thought to be too controversial or disapproved of by segments of the community. Such abuse of the reevaluation function violates the principles of intellectual freedom and is in opposition to Articles I and II of the LIBRARY BILL OF RIGHTS, which states that:

> As a responsiblity of library service, books and other library materials selected should be chosen for values of interest, information and enlightenment of all the people of the community. In no case should library materials be excluded because of the race or nationality of the social, political, or religious views of the authors.
>
> Libraries should provide books and other materials presenting all points of view concerning the problems and issues of our times; no library materials should be proscribed or removed from libraries because of partisan or doctrinal disapproval.

The American Library Association opposes such "silent censorship," and recommends that libraries adopt guidelines setting forth the positive purposes and principles for reevaluation of materials in library collections.

*The traditional term "weeding" implying "the removal of a noxious growth," is purposely avoided because of the imprecise nature of the term.

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ATTACHMENT VIII
Sexism, Racism and other-isms in Library Materials

An Interpretation of the LIBRARY BILL OF RIGHTS

Traditional aims of censorship efforts have been to suppress political, sexual or religious expressions. The same three subjects have also been the source of most complaints about materials in library collections. Another basis for complaints, however, has become more and more frequent. Due, perhaps, to increased awareness of the rights of minorities and increased efforts to secure those rights, librarians are being asked to remove, restrict or reconsider some materials which are allegedly derogatory to specific minorities or which supposedly perpetuate stereotypes and false images of minorities. Among the several recurring "isms" used to describe the contents of the materials objected to are "racism" and "sexism."

Complaints that library materials convey a derogatory or false image of a minority strike the personal social consciousness and sense of responsibility of some librarians who - accordingly - comply with the requests to remove such materials. While such efforts to counteract injustices are understandable, and perhaps even commendable as reflections of deep personal commitments to the ideal of equality for all people, they are - nontheless - in conflict with the professional responsibility of librarians to guard against encroachments upon intellectual freedom.

This responsibility has been espoused and reaffirmed by the American Library Association in many of its basic documents on intellectual freedom over the past thirty years. The most concise statement of the Association's position appears in Article II of the LIBRARY BILL OF RIGHTS which states that "Libraries should provide books and materials presenting all points of view concerning the problems and issues of our times; no library materials should be proscribed or removed because of partisan or doctrinal disapproval."

While the application of this philosophy may seem simple when dealing with political, religious or even sexual expressions, its full implications become somewhat difficult when dealing with ideas, such as racism or sexism, which many find abhorrent, repugnant and inhumane. But, as stated in the FREEDOM TO READ STATEMENT,

> It is inevitable in the give and take of the democratic process that the political, the moral, or the aesthetic concepts of an individual or group will occasionally collide with those of another individual or group. In a free society each individual is free to determine for himself what he wishes to read, and each group is free to determine what it will recommend to its freely associated members. But no group has the right to take the law into its own hands, and to impose its

> own concepts of politics or morality upon other members of a democratic society. Freedom is no freedom if it is accorded only to the accepted and the inoffensive . . . We realize that application of these propositions may mean the dissemination of ideas and manners of expression that are repugnant to many persons. We do not state that these propositions in the comfortable belief that what people read is unimportant. We believe rather that what people read is deeply important; that ideas can be dangerous; but that the suppression of ideas is fatal to a democratic society. Freedom itself is a dangerous way of life, but it is ours.

Some find this creed acceptable when dealing with materials for adults but cannot extend its application to materials for children. Such reluctance is generally based on the belief that children are more susceptible to being permanently influenced - even damaged - by objectionable materials than are adults. The LIBRARY BILL OF RIGHTS, however, makes no distinction between materials and services for children and adults. Its principles of free access to all materials available apply to every person, as stated in Article V, "The rights of an individual to the use of a library should not be denied or abridged because of his age, race, religion, national origins, or social or political views."

Some librarians deal with the problem of objectionable materials by labeling them or listing them as "racist" or "sexist." This kind of action, too, has long been opposed by the American Library Association in its STATEMENT ON LABELING, which says,

> If materials are labeled to pacify one group, there is no excuse for refusing to label any item in the library's collection. Because authoritarians tend to supporess ideas and attempt to coerce individuals to conform to a specific ideology, the American Library Association opposes such efforts which aim at closing any path to knowledge.

Others deal with the problem of objectionable materials by instituting restrictive circulation or relegating materials to closed or restricted collections. This practice, too, is in violation of the LIBRARY BILL OF RIGHTS as explained in RESTRICTED ACCESS TO LIBRARY MATERIALS which says,

> Too often only "controversial" materials are the subject of such segregation, leading to the conclusion that factors other than theft and mutilation were the true considerations. The distinction is extremely difficult to make, both for the librarian and the patron. Unrestrictive selection policies, developed with care for the principles of intellectual freedom and the LIBRARY BILL OF RIGHTS, should not be vitiated by administrative practices such as restricted circulation.

The American Library Association has made clear its position concerning the removal of library materials because of partisan or doctrinal disapproval, or because of pressures from interest groups, in yet another policy statement, the RESOLUTION ON CHALLENGED MATERIALS:

> The American Library Association declares as a matter of firm principle that no challenged material should be removed from any library under any legal or extra-legal pressure, save after an independent determination by a judicial officer in a court of competent jurisdiction and only after an adversary hearing, in accordance with well-established principles of law.

Intellectual freedom, in its purest sense, promotes no causes, furthers no movements, and favors no viewpoints. It only provides for free access to all ideas through which any and all sides of causes and movements may be expressed, discussed and argued. The librarian cannot let his own preferences limit his degree of tolerance, for freedom is indivisible. Toleration is meaningless without toleration for the detestable.

Adopted February 2, 1973 by the ALA Council.

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ATTACHMENT IV
Statement on Labeling

An Interpretation of the LIBRARY BILL OF RIGHTS

Because labeling violates the spirit of the LIBRARY BILL OF RIGHTS, the American Library Assoication opposes the technique of labeling as a means of predisposing readers against library materials for the following reasons:

1. Labeling[1] is an attempt to prejudice the reader, and as such it is a censor's tool.

2. Although some find it easy and even proper, according to their ethics, to establish criteria for judging publications as objectionable, injustice and ignorance rather than enlightenment result from such practices, and the American Library Assoication must oppose the establishment of such criteria.

3. Libraries do not advocate the ideas found in their collection. The presence of a magazine or book in a library does not indicate an endorsement of its content by the library.

4. No one person should take the responsibility of labeling publications. No sizable group of persons would be likely to agree either on the types of material which should be labeled or the sources of information which should be regarded with suspicion. As a practical consideration, a librarian who labels a book or magazine might be sued for libel.

5. If materials are labeled to pacify one group, there is no excuse for refusing to label any item in the library's collection. Because authoritarians tend to suppress ideas and attempt to coerce individuals to conform to a specific ideology, the American Library Association opposes such efforts which aim at closing any path to knowledge.

Adopted July 13, 1951. Amended June 25, 1971, by the ALA Council.

[1]"Labeling," as it is referred to in the STATEMENT ON LABELING, is the practice of describing or designating certain library materials by affixing a prejudicial label to them or segregating them by a prejudicial system, so as to pre-dispose readers against the materials.

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ATTACHMENT X
Restricted Access to Library Materials

An Interpretation of the LIBRARY BILL OF RIGHTS

Restricting access of certain titles and certain classes of library materials is a practice common to many libraries in the United States. Collections of these materials are referred to by a variety of names such as "closed shelf," "locked case," "adults only," or "restricted shelf" collections.

Three reasons generally advanced to justify restricted access are:

(1) It provides a refuge for materials that belong in the collection but which may be considered "objectionable" by some library patrons;

(2) It provides a means for controlling distribution of materials which allegedly should not be read by those who are not "prepared" for such materials by experience, education, or age;

(3) It provides a means to protect certain materials from theft and mutilation.

Though widely used - and often practical - restricted access to library materials is frequently in opposition to the principles of intellectual freedom. While the limitation differs from direct censorship activities, such as removal of library materials or refusal to purchase certain publications, it nonetheless constitutes censorship, albeit a subtle form. As a form a censorship, restricted access violates the spirit of the LIBRARY BILL OF RIGHTS in the following ways:

(1) It violates that portion of Article II which states that " . . . no library materials should be proscribed . . . because of partisan or doctrinal disapproval."

The word "proscribed," as used in Article II, means "suppressed." Restricted access achieves de facto suppression of certain materials.

Even when a title is listed in the card catalogue with a reference to its restricted shelf status, a barrier is placed between the patron and the publication. Because a majority of materials placed in restricted collections deal with controversial, unusual, or "sensitive" subjects, asking a librarian or circulation desk clerk for them is an embarassment for patrons desiring the materials. Because restricted collections are often composed of materials which some library patrons consider "objectionable," the potential user is predisposed to thinking of the materials as "objectionable," and is accordingly inhibited from asking for them. Although the barrier between the materials and the patron is psychological, it is nonetheless a tangible limitation on his access to information.

(2) It violates Article V which states that, "The rights of an individual to the use of a library should not be denied or abridged because of his age . . ."

Limiting access of certain materials to adults only abridges the use of the library for minors. "Use of the library," includes use of, and access to, library materials. Such restrictions are generally instituted under the assumption that certain materials are "harmful" to minors, or in an effort to avoid controversy with partents who might think so.

The librarian who would restrict the availability of materials to minors because of actual or suspected parental objection should bear in mind that he is not in loco parentis in his position as librarian. The American Library Association holds that it is the parent - and only the parent - who may restrict his children - and only his children - in reading matter. The parent who would rather his child did not read certain materials or certain kinds of materials should so advise the child.*

When restricted access is implemented to protect materials from theft or mutilation, the use of the practice may be legitimate. However, segregation of materials to protect them must be administered with extreme attention to the rationale for restricting access. Too often only "controversial" materials are the subject of such segregation, leading to the conclusion that factors other than theft and mutilation were the true considerations. The distinction is extemely difficult to make, both for the librarian and the patron.

Selection policies, carefully developed on the basis of principles of intellectual freedom and the LIBRARY BILL OF RIGHTS, should not be vitiated by administrative practices such as restricted access.

*See also FREE ACCESS TO LIBRARIES FOR MINORS, adopted by the ALA Council, June 30, 1972.

Adopted February 2, 1973 by the ALA Council.

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Attachment XI

What To Do Before The Censor Comes—And After

How Libraries Can Resist Censorship

Libraries of all sizes and types continue to be targets of pressure from groups and individuals who wish to use the library as an instrument of their own tastes and views. The problem differs somewhat between the public library, with a responsibility to present as wide a spectrum of materials as its budget can afford, and the school or academic library, whose collection is designed to support the educational objectives of the institution. Both, however, involve the freedom of the library to meet its professional responsibilities to the whole community.

To combat censorship efforts from groups and individuals, every library should take certain measures to clarify policies and establish community relations. While these steps should be taken regardless of any attack or prospect of attack, they will provide a firm and clearly defined position if selection policies *are* challenged. As normal operating procedure, each library should:

1. *Maintain a definite materials selection policy.* It should be in written form and approved by the board of trustees, the school board or other administrative authority. It should apply to all library materials equally.

2. *Maintain a clearly defined method for handling complaints.* Basic requirements should be that the complaint be filed in writing and the complainant be properly identified before his request is considered. Action should be deferred until full consideration by appropriate administrative authority. [Upon request, the Office for Intellectual Freedom will provide a sample comment form adapted from one recommended by the National Council of Teachers of English.]

3. *Maintain lines of communication with civic, religious, educational and political bodies in the community.* Participation in local civic organizations and in community affairs is desirable. Because the library and the school are key centers of the community, the librarian should be known publicly as a community leader.

4. *Maintain a vigorous public relations program on behalf of intellectual freedom.* Newspapers, radio and television should be informed of policies governing materials selection and use, and of any special activities pertaining to intellectual freedom.

Adherence to the practices listed above will not preclude confrontations with pressure groups or individuals but may provide a base from which to counter efforts to place restraints on the library. If a confrontation does occur, librarians should remember the following:

1. Remain calm. Don't confuse noise with substance. Require the deliberate handling of the complaint under previously established rules. Treat the group or individual who complains with dignity, courtesy and good humor. Given the facts, most citizens will support the responsible exercise of professional freedom by teachers and librarians and will insist on protecting their own freedom to read.

2. Take immediate steps to assure that the full facts surrounding a complaint are known to the administration. The school librarian should go through the principal to the superintendent and the school board; the public librarian, to the board of trustees or to the appropriate community administration official; the college or university librarian, to the president and through him to the board of trustees. Present full, written information giving the nature of the complaint and identifying the source.

3. Seek the support of the local press when appropriate. The freedom to read and freedom of the press go hand in hand.

4. Inform local civic organizations of the facts and enlist their support when appropriate. Meet negative pressure with positive pressure.

5. In most cases, defend the *principle* of the freedom to read and the professional responsibility of teachers and librarians. Only rarely is it necessary to defend the individual item. Laws governing obscenity, subversive material and other questionable matter are subject to interpretation by courts. Responsibility for removal of any library materials from public access rests with this established process.

6. Inform the ALA Office for Intellectual Freedom and other appropriate national and state organizations concerned with intellectual freedom of the nature of the problem. Even though censorship must be fought at the local level, there is value in the support and assistance of agencies outside the area which have no personal involvement. They can often cite parallel cases and suggest methods of meeting an attack.

The principles and procedures discussed above apply to all kinds of censorship attacks and are supported by such groups as the National Education Association, the American Civil Liberties Union, and the National Council of Teachers of English, as well as the American Library Association. While the practices provide positive means for preparing for and meeting pressure group

complaints, they serve the more general purpose of supporting the *Library Bill of Rights*, particularly Article III, which states that: "Censorship should be challenged by libraries in the maintenance of their responsibility to provide public information and enlightenment." Adherence to this principle is especially necessary when under pressure.

(Adopted February 1, 1962; revised January 28, 1972 by the ALA Council.)

Library Bill of Rights

The Council of the American Library Association reaffirms its belief in the following basic policies which should govern the services of all libraries.

I. As a responsibility of library service, books and other library materials should be chosen for values of interest, information and enlightenment of all people of the community. In no case should library materials be excluded because of the race or nationality or the social, political, or religious views of the authors.

II. Libraries should provide books and other materials presenting all points of view concerning the problems and issues of our times; no library materials should be proscribed or removed from libraries because of partisan or doctrinal disapproval.

III. Censorship should be challenged by libraries in the maintenance of their responsibility to provide public information and enlightenment.

IV. Libraries should cooperate with all persons and groups concerned with resisting abridgment of free expression and free access to ideas.

V. The rights of an individual to the use of a library should not be denied or abridged because of his age, race, religion, national origins or social or political views.

VI. As an institution of education for democratic living, the library should welcome the use of its meeting rooms for socially useful and cultural activities and discussion of current public questions. Such meeting places should be available on equal terms to all groups in the community regardless of the beliefs and affiliations of their members, provided that the meeting be open to the public.

(Adopted June 18, 1948; amended February 2, 1961, and June 27, 1967, by the ALA Council.)

School Library Bill of Rights

The American Association of School Librarians reaffirms its belief in the Library Bill of Rights of the American Library Association. Media personnel are concerned with generating understanding of American freedoms through the development of informed and responsible citizens. To this end the American Association of School Librarians asserts that the responsibility of the school library media center is:

To provide a comprehensive collection of instructional materials selected in compliance with basic written selection principles, and to provide maximum accessibility to these materials.

To provide materials that will support the curriculum, taking into consideration the individual's needs, and the varied interests, abilities, socio-economic backgrounds, and maturity levels of the students served.

To provide materials for teachers and students that will encourage growth in knowledge, and that will develop literary, cultural and aesthetic appreciation, and ethical standards.

To provide materials which reflect the ideas and beliefs of religious, social, political, historical, and ethnic groups and their contribution to the American and world heritage and culture, thereby enabling students to develop an intellectual integrity in forming judgments.

To provide a written statement, approved by the local Boards of Education, of the procedures for meeting the challenge of censorship of materials in school library media centers.

To provide qualified professional personnel to serve teachers and students.

(Approved by American Association of School Librarians Board of Directors, Atlantic City, 1969.)

Statement On Labeling

An Interpretation of the Library Bill of Rights

Because labeling violates the spirit of the *Library Bill of Rights*, the American Library Association opposes the technique of labeling as a means of predisposing readers against library materials for the following reasons:

1. Labeling[1] is an attempt to prejudice the reader, and as such it is a censor's tool.

2. Although some find it easy and even proper, according to their ethics, to establish criteria for judging publications as objectionable, injustice and ignorance

[1]"Labeling," as it is referred to in the *Statement on Labeling*, is the practice of describing or designating certain library materials, by affixing a prejudicial label to them or segregating them by a prejudicial system, so as to predispose readers against the materials.

rather than justice and enlightenment result from such practices, and the American Library Association must oppose the establishment of such criteria.

3. Libraries do not advocate the ideas found in their collections. The presence of a magazine or book in a library does not indicate an endorsement of its contents by the library.

4. No one person should take the responsibility of labeling publications. No sizable group of persons would be likely to agree either on the types of material which should be labeled or the sources of information which should be regarded with suspicion. As a practical consideration, a librarian who labels a book or magazine might be sued for libel.

5. If materials are labeled to pacify one group, there is no excuse for refusing to label any item in the library's collection. Because authoritarians tend to suppress ideas and attempt to coerce individuals to conform to a specific ideology, the American Library Association opposes such efforts which aim at closing any path to knowledge.

(Adopted July 13, 1951; amended June 25, 1971, by the ALA Council.)

Resolution On Challenged Materials

An Interpretation of the **Library Bill of Rights**

WHEREAS, The *Library Bill of Rights* states that no library materials should be proscribed or removed because of partisan or doctorinal disapproval, and

WHEREAS, Constitutionally protected expression is often separated from unprotected expression only by a dim and uncertain line, and

WHEREAS, Any attempt, be it legal or extra-legal, to regulate or suppress material must be closely scrutinized to the end that protected expression is not abridged in the process, and

WHEREAS, The Constitution requires a procedure designed to focus searchingly on the question before speech can be suppressed, and

WHEREAS, The dissemination of a particular work which is alleged to be unprotected should be completely undisturbed until an independent determination has been made by a judicial officer, including an adversary hearing,

THEREFORE, THE PREMISES CONSIDERED, BE IT RESOLVED, That the American Library Association declares as a matter of firm principle that no challenged library material should be removed from any library under any legal or extra-legal pressure, save after an independent determination by a judicial officer in a court of competent jurisdiction and only after an adversary hearing, in accordance with well-established principles of law.

(Adopted June 25, 1971, by the ALA Council.)

What The American Library Association Can Do For You To Help Combat Censorship

The American Library Association maintains a total program for the promotion and defense of intellectual freedom, composed of the Intellectual Freedom Committee, the Office for Intellectual Freedom, the Freedom to Read Foundation, and the *Program of Action for Mediation, Arbitration and Inquiry*. Each of these performs a unique role in the overall challenge of censorship.

Intellectual Freedom Committee. Established by the ALA Council in 1940 as the Committee on Intellectual Freedom to Safeguard the Rights of Library Users to Freedom of Inquiry, the present Intellectual Freedom Committee is the oldest of the Association's units involved in combating censorship and promoting intellectual freedom. As amended at the 1971 Midwinter Meeting, its statement of responsibility is: "To recommend such steps as may be necessary to safeguard the rights of library users, libraries, and librarians, in accordance with the First Amendment to the *United States Constitution* and the *Library Bill of Rights* as adopted by the ALA Council; and to work closely with the Office for Intellectual Freedom and with other units and officers of the Association in matters touching intellectual freedom and censorship."

Recommending policies concerning intellectual freedom to Council, therefore, is the Intellectual Freedom Committee's main responsibility. Its area of concern is limited to a degree: "steps . . . necessary to safeguard the rights of library users, libraries, and librarians, in accordance with the First Amendment . . . and the *Library Bill of Rights*. . . . " The second sentence of the statement of responsibility makes explicit the close association among the committee, the Office for Intellectual Freedom, and other ALA units such as the ALTA Intellectual Freedom Committee.

The committee's underlying concern is always educational in nature. The most effective "safeguards" for the rights of library users are an informed electorate and a library profession aware of repressive activities and how to combat them.

The Office for Intellectual Freedom. The goal of the Office for Intellectual Freedom, established in December 1967, is to educate librarians to the importance of the concept of intellectual freedom. Toward this end, the Office serves as the administrative arm of the Intellectual Freedom Committee and bears the responsibility for implementing ALA policies on intellectual freedom.

Educating librarians to the importance of intellectual freedom principles requires teaching an understanding of the concept as it relates to the individual, the institution, and the functioning of our society. Hopefully, with understanding comes the ability to teach others. To aid this understanding, the Office maintains a complete program of educational and informational publications, projects, and services. The three major publications of the Office are the bi-monthly *Newsletter on Intellectual Freedom,* the monthly column in *American Libraries,* and the monthly *OIF Memorandum.*

The Office also distributes documents, articles, and ALA policies concerning intellectual freedom, among which are the *Library Bill of Rights,* the Association's basic policy statement on intellectual freedom; the *Freedom to Read Statement;* and the *School Library Bill of Rights.* As special circumstances require, materials distributed by the Office are augmented. During nationwide controversies concerning individual titles, press clippings, editorials, and public statements detailing the ways various libraries around the country handled requests to remove specific materials are compiled and sent out to others with problems. The special packets are publicized through the *OIF Memorandum,* the *Newsletter on Intellectual Freedom,* special mailings, and word of mouth. Inquiries and requests for these materials come to the Office from every part of the country.

One of the most often used and least heard about functions of the Office is its provision of advice and consultation to librarians in the throes of potential or actual censorship problems. Rarely does a day go by without a letter or phone call requesting advice about a specific book which has drawn the censorial attention of an individual or group in the community. In these cases, every effort is made to provide information or give any other assistance. Sometimes this takes the form of a written position statement, defending the principles of intellectual freedom in materials selection. Other times it requires names of persons available to offer testimony before library boards. In extreme cases, it demands visiting the community to view the problem first-hand and provide moral and professional support for the librarian and board. The alternative chosen is always the prerogative of the individual requesting assistance.

Freedom to Read Foundation. Through their respective responsibilities and cooperative activities, the Intellectual Freedom Committee and the Office for Intellectual Freedom comprise two-thirds of the American Library Association's educational program in support and defense of intellectual freedom. The other part of the program is the Freedom to Read Foundation, established outside the structure of ALA but closely affiliated through its board of trustees and executive director, who also serves as the director of the Office for Intellectual Freedom. The Foundation was incorporated in November 1969, as ALA's response to the increased interest of its members in having machinery to support and defend librarians whose jobs are jeopardized because they challenge violations of intellectual freedom. Another primary objective of the Foundation is to provide a means through which librarians and others can set legal precedents for the freedom to read.

Educating to the importance of, and the necessity for, a commitment to the principles of intellectual freedom requires, also, an assurance that such a commitment will not result in legal prosecution, financial loss, or personal damage. It is the responsibility of the Freedom to Read Foundation to provide that assurance through financial assistance, legal assistance, and judicial challenge of restrictive legislation, thereby helping to establish a favorable climate for intellectual freedom.

Through the provision of financial and legal assistance, the Foundation attempts to negate the necessity for librarians to make the difficult choice between practical expediency and principle in materials selection.

Fighting repressive legislation before it is utilized is another area in which the Foundation attempts to benefit the profession. Librarians can cite many state penal codes prohibiting distribution of so-called "harmful matter." Generally, however, these codes give only the vaguest definition of what constitutes "harmful matter." Such statutes are significantly dangerous to individuals and institutions, for some permit, and even encourage, prosecution of noncommercial interests which have neither the incentive nor the resources to defend the propriety of individual publications. To render librarians vulnerable to criminal prosecution for purchasing and disseminating works which have not previously been held illegal through adversary hearings is to require every librarian to reject the primary philosophical basis of his role in society. Under such an obligation, he either knowingly becomes a censor or unknowingly breaks a law. The choice is inimical to the concept of intellectual freedom and a derogation of the professional responsibilities of librarians. Thus, the Foundation will challenge the constitutionality of those laws which can inhibit librarians from including in their collections and disseminating to the public every work which has not previously been ruled illegal. Through such projects, the Foundation will lay the basis for a favorable climate for the functioning of intellectual freedom in libraries.

Still another aspect of the Foundation is the LeRoy C. Merritt Humanitarian Fund. It was established by the Foundation's Board of Trustees in recognition of the need for support at the moment an individual finds his position in jeopardy or is fired in the case of intellectual freedom. This special fund allows for an immediate response prior to the development of all pertinent facts in a particular case. Although the fund is separate from other monies in the Foundation, its purpose is integrally related to the larger program of the Foundation.

While grants of assistance from the Foundation can only be made in cases where substantiating facts are available from the Office for Intellectual Freedom, the Intellectual Freedom Committee, or other sources, and in those cases where there is definitely an intellectual freedom issue at stake, monies from the LeRoy C. Merritt Humanitarian Fund can be made available under less rigid circumstances. Depending on the situation, grants can be made prior to establishment of claims that intellectual freedom is involved.

The Program of Action for Mediation, Arbitration and Inquiry. In June 1971, the ALA Council approved the *Program of Action for Mediation, Arbitration and Inquiry,* establishing a means for ALA to gather facts regarding violations of ALA policies concerning status, tenure, due process, employment practices, ethical considerations, and certainly, the principles of intellectual freedom.

Thus, on the one hand, the Intellectual Freedom Committee recommends policies for ALA in the area of intellectual freedom; these policies are made known and implemented through the Office for Intellectual Freedom. When violations of these policies are alleged, the problem falls under the *Program of Action* . . . and is referred to the Staff Committee on Mediation, Arbitration and Inquiry, so that facts can be gathered in an objective manner. The Staff Committee's procedures are dictated by the *Program of Action for Mediation, Arbitration and Inquiry,* as follows:

I. *ESTABLISHMENT OF COMMITTEE*

In order to carry out the intent and purposes of this policy as hereinafter set forth, a Committee, composed of senior staff members of the units of the Association with policy assignments in the areas hereinafter delineated, along with one staff member-at-large, is hereby established. The Committee shall be composed of five members, as follows:

Executive Secretary, Association of College and Research Libraries

Executive Secretary, Library Administration Division

Director, Office for Intellectual Freedom

One staff member-at-large, chosen at the discretion of the Executive Director of ALA

Executive Director of ALA, Chairman

Nothing herein shall preclude the Committee, or its chairman, from drawing into the Committee, on a temporary basis, from time to time, and as may be necessary or desirable, senior staff members of other units of the Association when those other units may have interests involved or can supply needed expertise.

II. *NAME OF THE COMMITTEE*

The Committee shall be known as the Staff Committee on Mediation, Arbitration and Inquiry (hereinafter referred to as the Committee).

III. *SCOPE OF RESPONSIBILITY*

The Committee is hereby assigned responsibility for mediation, arbitration, and inquiry, relating to tenure, status, fair employment practices, due process, ethical practices, and the principles of intellectual freedom as set forth in policies adopted by the Council of the American Library Association.

The Committee shall have full authority to interpret all pertinent ALA approved policies in implementing this *Program of Action for Mediation, Arbitration and Inquiry* and conducting activities to meet its Committee responsibilities.

Nothing in this *Program of Action for Mediation, Arbitration and Inquiry* nor in the authority assigned to the Committee shall be understood, implied or interpreted as granting or vesting in the Committee any policy-making function for any unit of the American Library Association. Nothing in this limitation, however, shall preclude the Committee from referring to any appropriate unit the need for ALA policy.

IV. *COMPLAINTS*

A. All complaints of alleged violations received at ALA Headquarters, regardless of the unit or individual receiving such, shall be forthwith transmitted to the Committee. No complaint of any alleged violation shall be considered unless it is made by a party directly involved in the alleged violation.

1. When a complaint is received, whether oral or written, the Committee shall supply a standard form, to be called Request for Action. The form is to be completed and signed, and returned to the Committee by the complainant.

2. Until a completed and signed Request for Action is received by the Committee, no formal* action will be taken.

*Formal action means mediation, arbitration, filing of a brief, or inquiry.

3. That a completed and signed form is necessary for formal action in no way precludes the Committee from taking informal action, such as, but in no way limited to, telephoning the complainant to offer reassurance or to gather additional information, helping the complainant find a position if he is unemployed, advising the complainant of local channels for the redress of the grievance, or notifying alternative sources of potential interest and financial support as appropriate. In some instances, "informal" action may include an actual visit to the complainant, whether by a member of the Committee, or by another person or persons the Committee so designates. Such visits, however, will be undertaken only on the approval of the chairman of the Committee, or his designate. "Informal" action may include such emergency action as the Committee agrees is necessary and appropriate.

B. After receiving a completed and signed form, it shall be the responsibility of the Committee to determine whether the matter is one which comes under its jurisdiction.

C. If the Committee determines that it has jurisdiction, it shall then determine the most appropriate course of action. Prior to undertaking the action deemed appropriate, however, the Committee shall ascertain that no adequate remedy is available from any alternative source.

1. Among, but not limited to, the possible courses of action are formal mediation and/or arbitration, an inquiry or referral of the matter to a more appropriate agency or organization.

2. If at any time after filing the Request for Action, the case involves a law suit, the Committee may determine to file, and may file, an *amicus curiae* brief, or take other appropriate action. The filing of an *amicus curiae* brief, however, should be limited to cases involving issues of primary importance to the American Library Association which have not yet been determined by the courts.

D. Except as provided in V. A., complaints may be withdrawn by the complainant, upon written notification to the Committee, or its chairman, at any time prior to the institution of formal action but not thereafter.

E. The Committee may decline to proceed further with a complaint at any point in the proceedings, when, in the judgment of the Committee, further action is unfeasible. In any instance when the Committee declines to proceed, a report of the reasons shall be made by the chairman to the ALA Executive Board.

V. *INQUIRIES*

A. When the Committee determines that a just and equitable resolution of the problem cannot be reached through arbitration and/or mediation, and that the matter warrants a formal inquiry, the Committee shall so notify the complainant. In such notification, the complainant shall be apprised of the seriousness of such an undertaking, and shall further be informed that he has ten days to withdraw his Request for Action. If, at the end of the ten-day period, the complainant has not withdrawn his Request for Action, a fact-finding subcommittee shall be appointed. (This paragraph is to be interpreted as meaning that the Committee may decide to attempt to arbitrate and mediate the problem, or it may determine that arbitration and mediation are not appropriate and/or would be to no avail and may proceed directly to an inquiry. However, no formal inquiry shall be made into cases which are in the process of local hearings, except in extraordinary circumstances, and no formal inquiry will be made into cases which are in litigation.)

B. The Committee shall appoint a fact-finding subcommittee whose duty it shall be to gather all of the facts involved in the matter, by interviewing the parties concerned, and through other appropriate means.

1. The fact-finding subcommittee shall be composed, generally, of three persons, including one member of Headquarters staff. Two persons, with the appropriate background of knowledge and experience in regard to the specific situation, shall be drawn from the ALA membership. In all cases, review by peers shall be provided, so that academic librarians conduct inquiries concerning academic librarians and libraries; public librarians conduct inquiries concerning public librarians and libraries; school librarians conduct inquiries concerning school librarians and libraries; and so forth.

2. All interviews by fact-finding subcommittees shall be conducted in the following manner:

a. All interviews shall be recorded and transcribed.

b. Immediately after the completion of all interviews, the subcommittee will prepare a a detailed outline to be used by staff in writing the report..

c. Transcripts shall be made by the Committee for use by staff in writing the report.

d. Transcripts, after review, when necessary, by ALA Legal Counsel and deletion of any actionable material, shall be forwarded to interviewees with certificates of endorsement, for signature and certification. The certificate of endorsement shall read as follows:

CERTIFICATE

I certify that the above and foregoing is a transcript of the interview given by me to the Fact-Finding Subcommittee composed of (NAME) , (NAME) , and (NAME) , in the matter of (NAME) , on the day of _____ 19 ____

SIGNATURE

e. Certified transcripts shall be used as background to write the report, after which the transcripts shall be placed in a confidential file designated by the Committee. This file will be accessible only to members of the Committee on Mediation, Arbitration and Inquiry, to such persons as the Committee may authorize, and to persons who may require the transcripts for reference in any further hearing(s) by the ALA Executive Board.

3. Following the completion of a fact-finding investigation a written report of the findings shall be prepared. Such reports of fact-finding subcommittees shall be sent to the ALA Executive Director, who shall direct copies to the ALA Legal Counsel and to the Committee for further action.

4. It shall be the responsibility of the Committee to recommend appropriate action, based on the facts gathered in the investigation and reported in written form, to the ALA Executive Board. (Members of the fact-finding subcommittees shall not vote on actions.)

a. Reports of fact-finding investigations shall be considered highly confidential and shall not be made public, except as authorized by the ALA Executive Board.

b. Reports of fact-finding investigations, including revisions and recommendations for further action, as determined by the Committee shall be reviewed by ALA Legal Counsel prior to submission to the Executive Board.

c. Upon acceptance and approval of reports of fact-finding investigations by the Executive Board, the full report, a summary thereof, or a statement shall be published in *American Libraries* if so determined by the Executive Board.

VI. *SANCTIONS*

Sanctions may be defined as the appropriate penalty or penalties incurred for violations of one or more of the ALA approved policies to which this *Program of Action* relates.

A. Publication of a report that includes a statement of censure, indicating the strong disapproval of ALA because of a violation of one or more of the policies to which this *Program of Action* relates.

B. Suspension or expulsion from membership in ALA.

C. Listing of parties under censure in *American Libraries* as a warning to persons considering employment in an institution under censure that its practices and policies are in conflict with ALA policies concerning tenure, status, fair employment practices, due process, ethical practices, and/or the principles of intellectual freedom. On the same page with such listings of censured libraries shall appear the following statement:

"The fact that the name of an institution appears on the censured list of administrations does not establish a boycott of a library, nor does it visit cen-

sure on the staff. There is no obligation for ALA members to refrain from accepting appointment in censured libraries. The ALA advises only that librarians, before accepting appointments, seek information on present conditions from the Staff Committee on Mediation, Arbitration and Inquiry at Headquarters."

VII. *APPLICATION OF SANCTIONS*

Sanctions can only be applied upon the completion of a full fact-finding inquiry, leading to a formal report on the basis of which the Committee recommends the imposition of appropriate sanctions. No sanction shall be imposed except with the approval of the ALA Executive Board.

VIII. *HEARINGS*

Should the Committee recommend and the Executive Board approve the application of sanctions, the principals shall be notified that a hearing may be held to allow a final opportunity for appeals. Copies of the *full report* shall be forwarded to the principal(s) at this time.

IX. *REMOVAL OF SANCTIONS*

Sanctions may be withdrawn when the conditions causing their original imposition are corrected, and when there is reason to believe that ALA principles concerning tenure, status, fair employment practices, due process, ethical practices and/or the principles of intellectual freedom will be observed in the future. To effect the removal of sanctions:

A. Each year the Committee shall query sanctioned institutions to determine if conditions warrant removal of sanctions; and/or

B. The sanctioned administration shall request review of the case, furnishing pertinent information as to why the sanctions should be removed;

C. The committee votes to recommend to the ALA Executive Board that sanctions be removed or retained.

X. *ALTERNATIVE ACTIONS*

In addition to the possible sanctions, other recommendations for action can include, but are not limited to, the following:

A. Distribute summaries of the final report to the library and educational press, to national newspapers, and to other appropriate media, with a statement that copies of the full report are available from the Committee.

B. Assist, as appropriate, in finding suitable temporary or permanent employment for individuals who have lost their positions.

(The ALA Executive Board, at its meeting on April 28, 1971, adopted the following item, which became effective when Council adopted the Program of Action for Mediation, Arbitration and Inquiry.)

XI. *COMMITTEE ON POLICY AND IMPLEMENTATION*

A. In order to assure Council and the membership of full implementation of the *Program of Action for Mediation, Arbitration and Inquiry,* a Committee on Policy and Implementation is hereby established by the ALA Executive Board. The Committee on Policy and Implementation shall be composed of five members as follows:

President of the Association of College and Research Libraries, or his representative;

President of the Library Administration Division, or his representative;

Chairman of the Intellectual Freedom Committee, or his representative;

One member-at-large, appointed by the President of ALA;

President of ALA, Chairman

B. Function of Committee on Policy and Implementation

The Committee on Policy and Implementation is authorized and charged with ascertaining that the intent of the *Program of Action for Mediation, Arbitration and Inquiry* is fulfilled and implemented, and that the Staff Committee on Mediation, Arbitration and Inquiry is working within the scope of the *Program of Action for Mediation, Arbitration and Inquiry* and is expediting with reasonable speed the just resolution of the complaints received.

(Adopted by ALA Council June 25, 1971.)

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AMERICAN LIBRARY ASSOCIATION

PROGRAM OF ACTION FOR MEDIATION, ARBITRATION AND INQUIRY

(Adopted by ALA Council, January 11, 1979)

I. ESTABLISHMENT OF COMMITTEE

In order to carry out the intent and purposes of this policy, as hereinafter set forth, a Committee, composed of staff members of the American Library Association, is hereby established. The Committee shall be appointed by the Executive Director, and shall be composed of five members, three of whom must be employed at a grade level of program director or its equivalent.

Nothing herein shall preclude the Committee, or its chairperson from drawing into the Committee, on a temporary basis, and as may be necessary or desirable, members of the Association, or staff members of ALA, who are also personal members of the Association, who can supply needed expertise.

II. NAME OF THE COMMITTEE

The Committee shall be known as the Staff Committee on Mediation, Arbitration and Inquiry, hereinafter referred to as the Committee.

III. SCOPE OF RESPONSIBILITY

The Committee is hereby assigned responsibility for mediation, arbitration, and inquiry, relating to tenure, status, fair employment practices, due process, ethical practices, and the principles of intellectual freedom as set forth in policies adoped by the Council of the American Library Association.

The Committee shall have full authority to interpet all pertinent ALA approved policies in implementing this PROGRAM OF ACTION FOR MEDIATION, ARBITRATION AND INQUIRY and conducting activities to meet its committee responsibilities.

Nothing in this PROGRAM OF ACTION FOR MEDIATION, ARBITRATION AND INQUIRY nor in the authority assigned to the Committee shall be understood, implied or interpreted as granting or vesting in the Committee any policy-making function for any unit of the American Library Association. Nothing in this limitation, however, shall preclude the Committee from referring to any appropriate unit the need for ALA policy.

IV. COMPLAINTS

A. All complaints of alleged violations received at ALA Headquarters, regardless of the unit or individual receiving such, shall be forthwith transmitted to the Committee. No complaint of any alleged violation shall be considered unless it is made by a party directly involved in the alleged violation. Upon receipt, all complaints shall be acted upon in an objective manner in order to provide fair and just treatment of all. The decision by SCMAI to accept or reject a complaint, implies no supposition as to the rightness or wrongness of the complainant or the validity of the complaint.

1. When a complaint is received, whether oral or written, the Committee shall supply a standard form, to be called a Request for Action. The form is to be completed and signed, and returned to the Committee by the complainant.

2. Until a completed and signed Request for Action is received by the Committee, no formal* action will be taken.

3. That a completed and signed form is necessary for formal action in no way precludes the Committee from taking informal action, such as, but in no way limited to telephoning the complainant to offer reassurance or to gather additional information, helping the complainant find a position, if he or she is unemployed, advising the complainant of local channels for the redress of the grievance, or notifying alternative sources of potential and financial support as appropriate. In some instances, "informal" action may include an actual visit to the complainant, whether by a member of the Committee, or by another person or persons the Committee so designates. Such visits, however, will be undertaken only on the approval of the chairperson of the Committee, or his or her designate. "Informal" action may include such emergency action as the Committee agrees is necessary and appropriate.

B. After receiving a completed and signed form, it shall be the responsibility of the Committee to determine whether the matter is one which comes under its jurisdiction.

C. If the Committee determines that it has jurisdiction, it shall then determine the most appropriate course of action. Prior to undertaking any action the Committee shall determine whether or not an adequate remedy is available from another

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*Formal action means mediation, arbitration, filing of a brief, or inquiry.

source. Such an alternative remedy should be pointed out to the complainant, and the Committee may offer its assistance in the complainant's pursuit of that alternative. If no remedy is available from an alternative source, the Committee shall proceed to act.

1. Among, but not limited to, the possible courses of action are formal mediation and/or arbitration, an inquiry or referral of the matter to a more appropriate agency or organization.

2. If at any time after filing of the Request for Action, the case involves a law suit, the Committee may determine to file, and may file, an amicus curiae brief, or take other appropriate action. The filing of an amicus curiae brief, however, should be limited to cases involving issues of primary importance to the American Library Association which have not yet been determined by the courts.

D. Except as provided in V. A., complaints may be withdrawn by the complainant, upon written notification to the Committe or its chairperson, at any time prior to the institution of formal action.

E. The Committee may decline to proceed further with a complaint at any point in the proceedings, when in the judgement of the Committee, further action is unfeasible. In an instance when the Committee declines to proceed, a report of the reasons why no further action is recommended shall be made by the chairperson to the ALA Executive Board, which may either approve or disapprove the Committee's action.

V. *INQUIRIES*

A. The Committee may decide to attempt to arbitrate and mediate the problem, or it may determine that arbitration and mediation are not appropriate or would be to no avail and may proceed directly to an inquiry. If the Committee determines that the problem cannot be resolved through arbitration and/or mediation, and that the matter warrants a formal inquiry, then the Committee shall so notify the complainant. In such notification, the complainant shall be apprised of the seriousness of such an undertaking, and shall further be informed that he or she has ten days to withdraw his or her Request for Action. If at the end of the ten-day period, the complainant has not withdrawn this Request for Action, a fact-finding subcommittee shall be appointed. Once the work of the fact-finding subcommittee has begun, no complainant may withdraw a Request except by written or personal communication to the Chairperson of SCMAI, who will require a majority vote of the Committee to cease the process of inquiry.

In those cases which are in the process of local hearings, no formal inquiry shall be made, except in extraordinary circumstances, and no formal inquiry shall be made into cases which are in litigation. Inquiries shall be conducted objectively in order to provide fair and just treatment of all.

B. The Committee shall appoint a fact-finding subcommittee whose duty it shall be to gather all of the facts involved in the matter, by interviewing the parties concerned, and through other appropriate means.

1. The fact-finding subcommittee shall be composed, generally, of three persons, including one member of Headquarters staff. Two persons, with the appropriate background of knowledge and experience in regard to the specific situation, shall be drawn from the ALA membership. In all cases, review by peers shall be provided, so that academic librarians conduct inquiries concerning academic librarians and libraries; school librarians conduct inquiries concerning school librarians and libraries; and so forth.

2. All interviews by fact-finding subcommittees shall be conducted in the following manner:

a. All interviews shall be recorded and transcribed.

b. Immediately after the completion of all interviews, the subcommittee will prepare a detailed outline to be used by staff in writing the report.

c. Transcripts shall be made by the Committee for use by staff in writing the report.

d. Transcripts, after review, when necessary, by ALA Legal Counsel and deletion of any actionable material, shall be forwarded to interviewees with certificates of endorsement, for signature and certification. The certificate of endorsement shall read as follows:

CERTIFICATE

I certify that the above and foregoing is a transcript of the interview given by me to the Fact-Finding Subcommittee composed of Name, Name, and Name, in the matter of Name, on the ___ day of _____ at _____.

I further certify that the above and foregoing is correct as it stands or has been corrected by me and each correction, addition, or deletion has been initialed by me.

Signed and acknowledged this ___ day of _____ 19 ___.

_____

Signature

e. Certified transcripts shall be used as background to write the report, after which the transcripts shall be placed in a confidential file designated by the Committee. This file will be accessible only to members of the Committee on Mediation, Arbitration and Inquiry, to such persons as the Committee may authorize, and to such persons who may require the transcripts for reference in any further hearing(s) by the ALA Executive Board.

3. Following the completion of a fact-finding investigation a written report of the findings and recommendations shall be prepared. All members of the fact-finding subcommittee should examine the report, indicating their concurrence or disagreement with its findings and recommendations. Reports of the fact-finding subcommittees shall be sent to the Chairperson of SCMAI who shall direct copies to the ALA Executive Director, the ALA Legal Counsel and to the Committee for further action.

4. It shall be the responsibility of the Committee to recommend appropriate action, based on the facts gathered in the investigation and reported in written form, to the ALA Executive Board. Members of the fact-finding subcommittees shall not vote on actions.

   a. Reports of fact-finding investigations shall be considered highly confidential and shall not be made public, except as authorized by the ALA Executive Board.

   b. Reports of fact-finding investigations, including revisions and recommendations for further action, as determined by the Committee shall be reviewed by ALA Legal Counsel prior to submission to the Executive Board.

   c. Upon acceptance and approval of reports of fact-finding investigations by the Executive Board, the full report, a summary thereof, or a statement shall be published in AMERICAN LIBRARIES if so determined by the Executive Board.

VI. *SANCTIONS*

Sanctions may be defined as the appopriate penalty or penalties incurred for violations of one or more of the ALA approved policies to which this PROGRAM OF ACTION relates.** When the facts gathered in a case so warrant, one or more of the following sanctions may be recommended:

**The American Library Association views all sanctions as grave, but particularly Section C. Such a sanction should be applied judiciously and only under extreme circumstances. Sanctions should be applied to administrations as a whole, and rarely, if ever, to specific individuals.

A. Publication of a report that includes a statement of censure indicating the strong disapproval of ALA because of a violation of one or more of the policies to which this PROGRAM OF ACTION relates. If, in the judgment of SCMAI, and the complainant, continued negotiations might result in an amicable solution to the administrative problems involving the complainant, the Board on SCMAI's recommendation, may authorize a lapse of time of no longer than six months, between the Board's acceptance of the SCMAI report and its invocation of sanctions. The publication of the report would also be subject to this six-month delay.

B. Suspension or expulsion from membership in ALA.

C. Listing of parties under censure in AMERICAN LIBRARIES as a warning to persons considering employment in an institution under censure that its practices and policies are in conflict with ALA policies concerning tenure, status, fair employment practices, due process, ethical practices, and/or the principles of intellectual freedom. On the same page with such listings of censured libraries shall appear the following statement:

> "The fact that the name of an institution appears on the censured list of administrations does not establish a boycott of a library, nor does it visit censure on the staff. There is no obligation for ALA members to refrain from accepting appointment in censured libraries. The ALA advises only that librarians, before accepting appointments, seek information on present conditions from the Staff Committee on Mediation, Arbitration and Inquiry at Headquarters".

VII. APPLICATION OF SANCTIONS

Sanctions can only be applied upon the completion of a full fact-finding inquiry, leading to a formal report on the basis of which the Committee recommends the imposition of appropriate sanctions. No sanction shall be imposed except with the approval of the ALA Executive Board.

VIII. HEARINGS

Should the Committee recommend, and the Executive Board approve, the application of sanctions, the principals shall be notified that a hearing may be held to allow a final opportunity for appeals. A request for such a hearing should be made by the principals within forty-five days after receipt of notification. Copies of the report shall be forwarded to the principal(s) at this time.

IX. REMOVAL OF SANCTIONS

Sanctions may be withdrawn when the conditions causing their original imposition are corrected, and when there is reason to believe that ALA principles concerning tenure, status, fair employment practices, due process, ethical practices and/or the the principles of intellectual freedom will be observed in the future. To effect the removal of sanctions:

A. Each year the Committee shall query sanctioned institutions to determine if conditions warrant removal of sanctions, and/or

B. The sanctioned administration shall request review of the case, furnishing pertinent information as to why the sanctions should be removed;

C. The Committee votes to recommend to the ALA Executive Board that sanctions be removed or retained and that appropriate notice of the Board's action be published in AMERICAN LIBRARIES.

X. ALTERNATIVE ACTIONS

In addition to the possible sanctions, other recommendations for action can include, but are not limited to, the following:

A. Distribute summaries of the final report to the library and educational press, to national newspapers, and to other appropriate media, with a statement that copies of the report are available from the Committee.

B. Assist, as appropriate, in finding suitable temporary or permanent employment for individuals who have lost their positions.

XI. PROGRAM REVIEW

In order to assure Council and the membership of full implementation of the PROGRAM OF ACTION FOR MEDIATION, ARBITRATION, AND INQUIRY, a review of the program will be made at least every three years. The review of the nature and frequency of cases, the conduct of the program, and the effectiveness of the program will be conducted by a special review committee, to be known as the Special Committee to Review the Program of Action for Mediation, Arbitration, and Inquiry appointed by the President of the American Library Association. The review committee will present its report and any recommendation for program changes to the Executive Board and to Council.

Adopted by ALA Council, January 11, 1979
American Library Association
50 E. Huron Street
Chicago, Illinois 60611
312-944-6780

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ATTACHMENT XI
Policy on Confidentiality of Library Records

The Council of the American Library Association strongly recommends that the responsible officers of each library in the United States:

1. Formally adopt a policy which specifically recognizes its circulation records and other records identifying the names of library users to be confidential in nature.

2. Advise all librarians and library employees that such records shall not be made available to any agency of state, federal or local government except pursuant to such process, order, or subpoena as may be authorized under the authority of, and pursuant to, federal, state, or local law relating to civil, criminal, or administrative discovery procedures or legislative investigative power.

3. Resist the issuance or enforcement of any such process, order, or subpoena until such time as a proper showing of good cause has been made in a court of competent jurisdiction.*

*Note: Point 3, above, means that upon receipt of such process, order, or subpoena, the library's officers will consult with their legal counsel to determine if such process, order, or subpoena is in proper form and if there is a showing of good cause for its issuance; if the process, order, or subpoena is not in proper form or if good cause has not been shown, they will insist that such defects be cured.

Adopted January 20, 1971; revised July 4, 1975, by the ALA Council.

(ISBN 8389-6083-0)

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ATTACHMENT XII

FREE ACCESS TO LIBRARIES FOR MINORS

Adopted by the ALA Council - June 30, 1972

An Interpretation of the

LIBRARY BILL OF RIGHTS

Some library procedures and practices effectively deny minors access to certain services and materials available to adults. Such procedures and practices are not in accord with the LIBRARY BILL OF RIGHTS and are opposed by the American Library Association.

Restrictions take a variety of forms, including, among others, restricted reading rooms for adult use only, library cards limiting circulation of some materials to adults only, closed collections for adult use only, and inter-library loan service for adult use only.

All limitations in minors' access to library materials and services violate Article V of the LIBRARY BILL OF RIGHTS, which states that, "The rights of an individual to the use of a library should not be denied or abridged because of his age...". Limiting access to some services and materials to only adults abridges the use of libraries for minors. "Use of the library" includes use of, and access to, all library materials and services.

Restrictions are often initiated under the assumption that certain materials are "harmful" to minors, or in an effort to avoid controversy with parents who might think so. The librarian who would restrict the access of minors to materials and services because of actual or suspected parental objection should bear in mind that he is not in *loco parentis* in his position as librarian. Individual intellectual levels and family backgrounds are significant factors not accomodated by a uniform policy based upon age.

In today's world, children are exposed to adult life much earlier than in the past. They read materials and view a variety of media on the adult level at home and elsewhere. Current emphasis upon early childhood education has also increased opportunities for young people to learn and to have access to materials, and has decreased the validity of using chronological age as an index to the use of libraries. The period of time during which children are interested in reading materials specifically designed for them grows steadily shorter, and librarians must recognize and adjust to this change if they wish to maintain the patronage of young people.

The American Library Association holds that it is the parent—and only the parent—who may restrict his children—and only his children—from access to library materials and services. The parent who would rather his child did not have access to certain materials should so advise the child.

The word "age" was incorporated into Article V of the LIBRARY BILL OF RIGHTS as a direct result of a pre-conference entitled "Intellectual Freedom and the Teenager," held in San Francisco in June, 1967. One recommendation of the pre-conference participants was, "That free access to all books in a library collection be granted to young people." The pre-conference generally concluded that young people are entitled to the same access to libraries and to the materials in libraries as are adults and that materials selection should not be diluted on that account.

This does not mean, for instance, that issuing different types of borrowers' cards to minors and adults is, per se, contrary to the LIBRARY BILL OF RIGHTS. If such practices are used for purposes of gathering statistics, the various kinds of cards carry no implicit or explicit limitations on access to materials and services. Neither does it mean that maintaining separate children's collections is a violation of the LIBRARY BILL OF RIGHTS, provided that no patron is restricted to the use of only certain collections.

The Association's position does not preclude isolating certain materials for legitimate protection of irreplaceable or very costly works from careless use. Such "restricted-use" areas as rare book rooms are appropriate if the materials so classified are genuinely rare, and not merely controversial.

Unrestrictive selection policies, developed with care for principles of intellectual freedom and the LIBRARY BILL OF RIGHTS, should not be vitiated by administrative practices which restrict minors to the use of only part of a library's collections and services.

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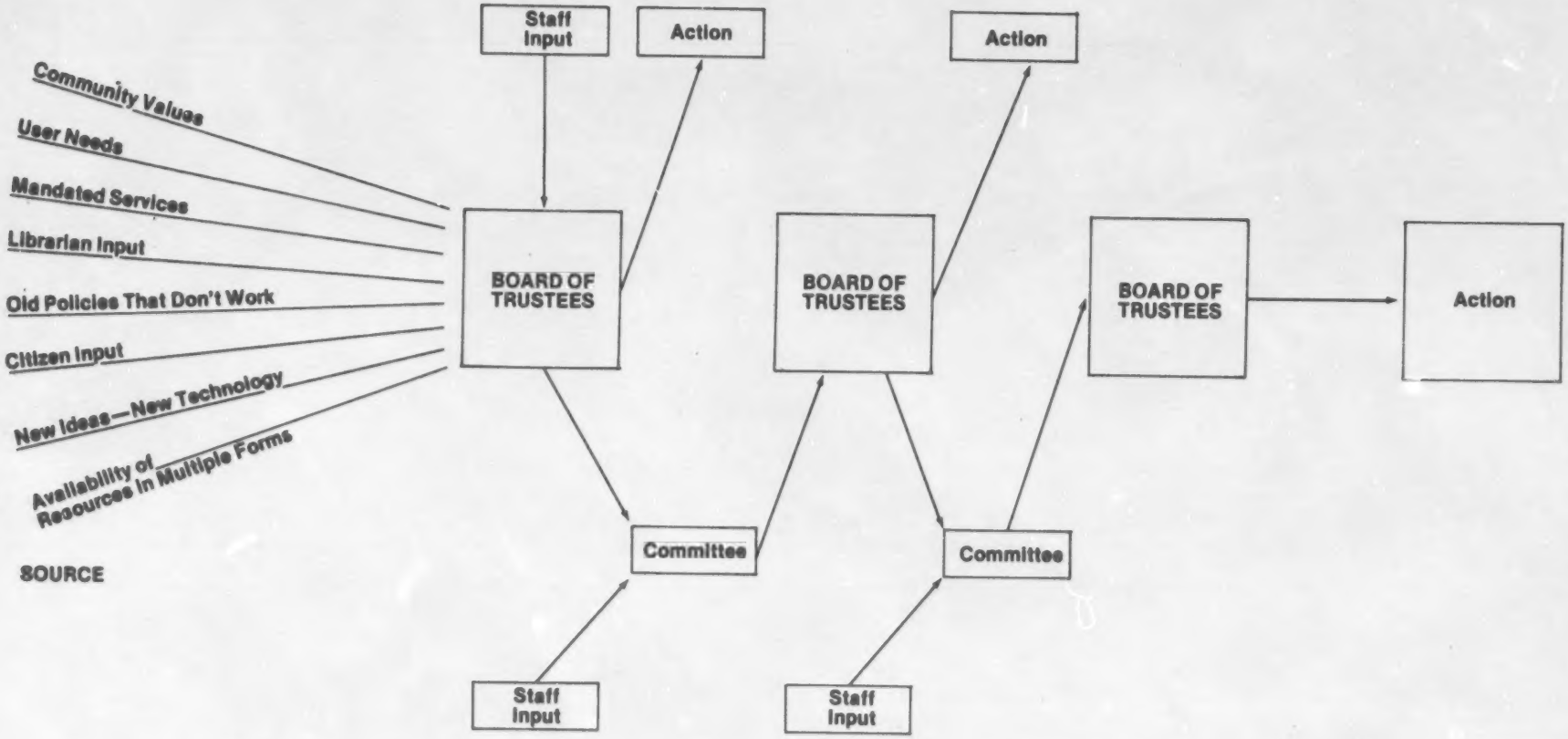
ATTACHMENT XIII
Library Policy Development



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Financial Management

Everyone Is Doing It Especially Libraries

The trustee's financial responsibilities generally fall into four major areas:

1. Securing finances for the library.
2. Preparation of the budget.
3. Financial control to assure that:
   a. Financial records are properly maintained and the library complies with all applicable laws.
   b. The library is managing the resources in an economical and efficient manner.
   c. The agency's expenditures are achieving appropriate results.
4. Development of fiscal policies to provide guidance to the library board and staff members.

I. Securing Financing for the Library

Libraries are a basic community service. They are "necessary to the general enlightenment of citizens in a democracy." Because this is so, the trustees of the library need to be aggressive in their pursuit of financial support for the library.

A. Local Taxes.

The library, traditionally, has been financed largely through the local property tax base, competing with law enforcement, welfare, streets/highways and other municipal services for scarce local dollars.

There are two basic ways a municipality can raise or lower the amount of property taxes it collects:

(1) It can raise or lower the assessment value (usually a certain percentage of market value of the property).
(2) It can raise or lower the mill rate of the tax levy.

Both methods have been used independently and jointly by Wisconsin municipalities.

Generally, property taxes are of two types:

(1) "Real" property (that is land and buildings). This is the largest component, most stable and easiest to assess.
(2) "Personal" property is divided into tangible (cars, jewelry, equipment, business, industry, etc.) and intangible (stock, bonds, savings, etc.).

The value of tangible property tends to fluctuate greatly and is difficult to identify and assess. On the other hand, intangible assets are credits that are publicly recorded and documented, so they are easier to assess. According to current estimates, over 80% of local revenue is obtained from property taxes in Wisconsin.

The state has the power to grant and withdraw the right of taxation to municipalities. Such taxes as income, sales, licensing and special taxes and fees are, or could be, used for municipal funding.

A community's willingness to support library service is based upon:

(1) Its economic ability to pay. (Studies of economic ability show economic indices such as property tax revenue, volume of income tax returns per capita, and retail sales per capita, taken together, are good predictors of library financing capacity.)
(2) The image that the public library has in the community and the attitude of public officials toward the library.
(3) The leadership taken on behalf of the library with the officials in government.

Aggressive leadership on the part of trustees, Friends of the Library, and other community leaders has frequently resulted in increased appropriations for the library.[1]

It is not enough to ask a single municipal officer his/her views on what the municipality's economic potential is - the response usually given is from a limited perspective.

The trustees should assess the community's economic capacity, its municipal tax policy and practice, its budget and priorities to determine the library's fiscal potential. The municipality's fiscal officer, the planning department and/or the aldermen and women can be of assistance to the librarian in gathering information for the board's independent study. The State Department of Revenue can also supply information.

Before the municipal budgeting process begins, trustees should be conversant with municipal tax options and plans in order to advocate effectively.

Situations may occur where the board may wish to raise funds for special projects falling within the scope of authority and responsibility of the board. As such situations occur, it would be wise for the board to contact the American Association of Fund-Raising Counsel (AAFRC) for information and a copy of a published booklet on fund-raising methods.

B. Bonds.

Occasionally, the trustees will need to go directly to the voters to finance a large, long-term project in addition to the annual budget. (Examples include a new building, major repairs, additions, etc.) Municipal bonds are then used to provide the resource.

The local governing board decides whether there will in fact be a bond issue placed before the voters.

It is critical therefore, that a carefully planned campaign be designed to plan a bond issue. Most critical in the design are:

-Analysis of the political environment.
-Time to educate/reach key opinion leaders and decision-makers.
-For buildings - location, design acceptance and zoning considerations.
-Timing for the November ballot of general election.
-Consideration of debt limits on municipality and its long range plan for capitol improvements. (The library's long range plan should be incorporated into the long range plan of the municipality.)

Library buildings frequently are funded through municipal bonds.

If the municipality has nearly reached its debt limitations, it may set up an "authority," or non-profit corporation, to issue bonds. The authority retires bonds by charging "rent" to the library.

Bond issue referenda are high risks and should be undertaken with infinite planning and analysis of the community, its voters and local government.

II. Preparation of the Budget

The budget represents only the financial part of the larger Operational Plan which outlines the library's programs, priorities and services for the year. The trustee must understand the budget in the context of the annual (operational) plan and the longer range goals and objectives of the library. The budget is politically negotiated with the city or county governing body to determine the exact scope of services for the next one or two years. It is a contract of sorts.

A. BUDGETING METHODS

There are a number of budgeting methods and formats used by libraries today (see Attachment I).

1. Line-item method

In this method of budgeting, cost figures are estimated by category, regardless of program or service. (For example, salaries, rent, travel, etc.) Budget and expenditures for the prior year are compared and future costs predicted. What budget items were over or underspent? What items are in short supply? The decisions are "should we increase or decrease last year's amount?"

This is a quick and easy way to make budget decisions, because little analysis needs to be done. It frequently fits into the municipal budgeting system. It has major weaknesses in that the trustee has little ability to analyze the separate services or programs to determine how cost effective they are.

2. Program budgeting

The program budget breaks the figures out of the line item and relates them to specific goals and objectives that the library board wishes to achieve. In this manner the board can compare what the program costs with what it accomplishes. Item costs of each program are listed, but the emphasis is on the costs of the whole program.

3. Program Planning Budgeting System, or PPBS

This method goes one step further than program budgeting -- it isolates costs of sets of activities or tasks within each program.

B. STEPS IN THE BUDGET PROCESS

Budgeting is a political process linked to the library's community planning and the political funding processes. Adequate attention needs to be given to both the start and completion of the process. Generally, the development of an operational plan and budget takes about nine to twelve months. This means than about the time you get one budget finished, it's time to start again.

Steps in the budgeting process should be well understood by all of the trustees, although certain tasks are delegated to the chief officer of the board, the board's finance committee, the librarian, and a staff budget committee. Steps may include:

1. Development of a planning calendar, including the key dates for completion of each phase of the work, definition of tasks and assignment of responsibility (board/staff).

2. Assessment of community needs and priorities in view of current economic and user trends (board/staff).

3. Review of the long range plans, goals and objectives (board).

4. Evaluation of programs and services to determine:
   a. Changes in community needs and long range goals and objectives, and
   b. prior year's actual line or program costs (board/staff).

5. Preliminary discussions among presiding officer of the board, chief fiscal officer, executive of the municipality and the librarian regarding library budget limits.

6. Preliminary decision on library priorities (board).

7. Appointment of library staff/internal budget committee task force.
   a. Composition: librarian, fiscal officer, department heads and representative from staff or union.
   b. Responsibility: to develop a budget draft within budget guidelines adopted by the board of trustees.
   c. The charge may include the following steps:
      (1) Review of all long range commitments for facilities and capitol improvements.
      (2) Analysis of all personnel costs within programs. How do jobs fit within the expressed priorities? How do new services and/or equipment affect job tasks assigned? Are there any union restrictions?
      (3) Program and/or line item analysis:
         (a) each item for contribution to programs/goals and objectives,
         (b) costs per work unit for services projected, and
         (c) cost trends and projections on each major expenditure.
      (4) Development of one or more budgets for each program. (Generally it is a good idea to have a contingency plan for 5-10% less than the drafted realistic or operating budget, so that cuts can be planned in a non-crisis environment.) Special project budgets such as capitol improvements or computer installation are sometimes separated from the regular budget.
      (5) Statement of rationale for program budgets including:
         (a) narrative defining service(s),
         (b) workload data, statistical trend charts, wage comparability studies, cost trends for contracts, space, services and equipment are all outlined to explain major cost increases.

(6) A budget draft showing all anticipated revenues and expenditures. All figures must balance.

8. Board of Trustees' Financial Committee thoroughly analyzes the draft.
   a. Does the budget as prepared accurately reflect the board of trustees' priorities and instructions?
   b. Is the presentation clear, complete, consistent and comprehensive? Does it beg any questions? Is it pursuasive in style? Do all the figures check?
   c. After passing the finance committee, it is submitted to the full board of trustees for approval.

9. The board of trustees approves the draft or requires that specific modifications be made.

10. The librarian submits the budget to the municipal budget officer and/or chief municipal executive for review and analysis and responds to any technical questions that might be raised.

11. The chief fiscal officer and/or chief executive officer may request a second meeting with the library for negotiation. The presiding board officer is empowered by the board either through by-laws or policy or vote of the board to negotiate; otherwise, the officer has no power to negotiate.

C. THE BUDGET AND THE LOCAL LEGISLATURE

After the budget is developed, the board of trustees continues its role in educating the community and the legislature. They prepare interesting, brief materials on the library budget for the governing body.

Both board and staff should be prepared to answer the hard questions - about rising costs, limitation of services, complaints, biased book selection, etc., that protagonists frequently bring up at budget time. They plan to provide independent, yet consistent information detailing why expansion of services or facilities are needed.

The board of trustees should adopt policies relating to "lobbying" on behalf of the staff and board at the state, local and federal levels. Questions such as who can lobby, be lobbied and what techniques are considered appropriate should be answered in the stated policies.

III. Financial Control

The trustee has the responsibility to monitor the fiscal operations of the agency to assure that:

-Financial records are complete and accurate and that the library is in compliance with all federal, state and local laws and regulations. (Auditors review this in a "financial and compliance audit" - the most frequent audit service contracted.)

-The library is managing and utilizing its resources (personnel, property and space) in an economical and efficient manner, and not engaging in any inefficient or non-economical practices. Here the trustees must consider management information systems, procedures and the organization's structure as well as salary levels.

A. Internal Controls

The trustee should be sure that a system of internal controls exists to safeguard the assets, check the accuracy of accounting, promote efficiency and encourage adherence to management policies.

How does the trustee provide adequate supervision without becoming involved in day-to-day operation of the library?

-by becoming thoroughly familiar with fiscal reports of the library;
-by becoming active involved in budget development, asking questions and making recommendations;
-by comparing budgets and expenditures;
-by developing strong fiscal policies on bonds, contracts, investments, gifts and endowments, and expenditures;
-by insisting on at least quarterly reports (small libraries) or monthly reports (medium to large libraries); and
-by board vote, delegating a board member to review fiscal operations periodically between audits.

B. Financial Reports and Records

1. Annual statements

a. Financial Statement is a statement of income and expenditures over a specified period of time - a month, quarter or year. Most libraries prepare an annual report to fulfill their obligation to report back to the public the expenditure of public funds.
b. Position Statement details the assets and liabilities of the library:
(1) Fixed assets are those things owned by the library - land, facilities, equipment, books and investments.
(2) Assets are defined as gifts, purchases by the library, etc.
(3) Capitol is working cash.
(4) Liabilities are the amounts owed by the library.
(5) Income or Operating Fund Reports itemize all of the sources of money received with any special restrictions noted. Trustees should review such statements for clarity and completeness.
(6) Operating Fund Disbursements Reports itemize all expenditures. Capitol funds are reported in a separate statement.

The trustees should show a balanced budget, with income equal to expenditures. The trustees must realize that surplus funds mean that the library has not planned or implemented services wisely.

2. Monthly Statements

For board purposes, a monthly budget statement is most appropriate. It should detail (preferably by program):

-Current month's expenditures;
-Year-to-date figures;
-Total budget;
-Balance of budget; and
-Explanations for any major changes.

3. Expense Payment

Wisconsin Statutes, Chapter 43.58 states, "The library board shall audit and approve all vouchers for the expenditures of the public library and forward such vouchers or schedules covering the same, setting forth the names of claimants, the amounts of each claim and the purpose for which expended, to the municipal clerk with a statement thereon, signed by the library board secretary or other designee of the library board, that the expenditure has been incurred and that the library board has audited and approved the bill." In smaller libraries, the municipality may authorize the trustees to sign checks.

4. Financial Records

It is appropriate for boards of trustees to request to see or review the library's financial records from time to time during the year to assure themselves that the books are, in fact, up-to-date. It takes only a few moments to study the system, asking the following:

-Are there purchase orders, vouchers for payments and bills for each expenditure?
-Are ledgers up to date?
-Are bills being paid on time?

NOTE: The procedure followed is: The board by vote designates a member to review the books (often it is the treasurer, but it need not be). No board member may act on behalf of the board without prior delegation in this or any other circumstance.

C. The Annual Audit

Trustees must plan for either an independent outside audit by a certified CPA or a municipal audit of the library's books annually.

When the municipality performs or contracts for the audit, the trustees should be provided a copy of the audit report and/or management recommendations. If the municipal fiscal officer is reluctant, the trustees should remind them of their fiduciary capacity and legal liability and insist on written documentation of any fiscal changes needed. A spirit of openess and co-operation needs to be developed between the trustees and the municipal fiscal officer but the board needs information to fulfill its duties.

If the trustees are obliged to have an outside audit, it is important to negotiate for a "management letter" which details weaknesses and strengths of the fiscal system and makes recommendations for improvement. This additional expense is minor yet makes the audit a far better management tool.

IV. Development of Fiscal Policies

Policies should include one or more of the following:

A. Funding.

1. Balance, or mix, of funding sources desired.
2. Fund-raising methods defined.
3. Restrictions on acceptance of gifts, bequests.
4. Delineating responsibility for generating fund-raising plans.
5. Responsibility for evaluation of fund-raising efforts.
6. Conditions under which requests to municipalities for bond issues will be submitted.

B. Investment.

1. Investment mix desired.
2. Restrictions (if any) on firms or companies due to business practices or violations of EEOC* or other human rights laws (see the municipal policy on this issue; the library may wish to utilize a consistent policy).

*Equal Empoyment Opportunity Commission

3. Use of selected investment methods such as "call options" giving the owner or purchaser the right to "call away" stock from its purchaser at a set price for a set time.

B. Methods to be used for investing (i.e., utilizing staff expertise, board/committee expertise, a local stockbroker, national exchange, etc.).

C. Limits on investments with any one company or total investments.

NOTES:

1. Ann E. Prentice, Public Library Finance. (Chicago, 1977).

LIST OF WORKS CONSULTED

Brevik, Patricia Senn. Funding Alternatives For Libraries. American Library Association, Chicago, 1979

Prentice, Ann E. Public Library Finance. American Library Association, Chicago, 1977

ATTACHMENT I
Budget Types

	Format	Relationship to Goals & Objectives	Trustees' Role	Advantages	Disadvantages
1. Line Item	Expenditures are classified by line item for the entire library. Utilizes review of historical information (2-3 years) to develop figures adds percent for inflation, new programs.	Not specifically related to goals and objectives although the amount budgeted in any line item *may* take into consideration goals and objectives.	Review and approval of budget. Monitor.	All departments/agencies in a municipality use same form, line items. Can be computer coded. Easy for inexperienced trustees to administer and monitor.	Does not consider changes in goals, objectives, strategies, or methods. Easy to adjust budget without considering the effect on services.
2. Program	Budget is broken down by expenditures for a *function, program, objective or output.* a. includes description of services b. objectives for year c. work load trends 2-3 years plus projections d. projected budget by cost	Costs of each entire program or service emphasized. A line item budget is developed for each program.	Review community planning process. Evaluate current effectiveness. Review as benefits of alternative programs. Allocate resources to programs/services to accomplish goals and objectives in most efficient manner. Review final budget for comprehensive clarity. Help librarian and board interpret and obtain for budget with legislators, etc.	More detailed financial information to assist in decision-making. Data broken into units so that more trustees can be involved in analysis and review. Provides cost benefits data for functional and program areas. Easy to understand. Makes clear what programs/services are cut.	Takes time to plan and implement (1-2 years). Requires educational process for trustees/staff.
3. PPBS	States objectives States programs Identifies *activities* Describes why do, where, how do. Includes plan for feedback and evaluation similar to management by objective	Cost accounting work measurement. Needs long range planning process. Need ability to measure outputs.			Difficult for small libraries to delineate program cost. Difficult to get out/in measures for services.

The Trustee's Role in Risk Management
Eliminating and Minimizing Risk

Risk Management Policy

The purchase of insurance is part of a broader function known as "risk management." A risk is "any uncertain loss which, having occurred, can be measured in dollars."

Generally there are four types of risks:

1. Statutory - Those which arise from legislation. An example is Worker's Compensation. State law requires that employees be covered for accidents resulting from their employment. Unemployment compensation requires that certain kinds of employers insure employees against lay-offs.

2. Legal liability - Liability to third parties occurring as a result of negligence on the part of the library, its employees or agents.

   -May result from ownership, maintenance or use of property, vehicles
   -Usual coverage for bodily injury and property damage.
   -Contracts sometimes written for auto, general or public liability and professional liability.

3. Property risks - Damage or loss of physical property of the library.

4. Discretionary - Coverage of employees and the board, fidelity or honesty bonds

The "risk management concept" recognizes that some risks can be reduced or eliminated; that some can be transferred to others; that some risks are insurable, some not; and that some risks involve types of losses which should be insured against and others are losses which can be assumed or self-insured.[1] If it is "assumed," damages may be added to the budget after the fact; if it is "self-insure," the library may regularly set aside a sum of money to meet any potential risks (such as covering lost or damaged property through fines or user fees). It is the board's decision as to how much risk it wants to assume. These principles are readily adaptable to agencies, large or small, public, private or special and can be applied as follows:

1. Determine the risks of loss to which the library is subject.

2. Self-insure those risks which:

   a. Are so small in amount as to present no financial problem (i.e., loss of property in the possession of individual residents), or

   b. Are so remote that good business judgement justifies ignoring the risk (e.g., earthquake in certain areas of the country), or

   c. Occur with high frequency or with reasonable certainty so that the probably total annual loss can be predicted. In such cases, the premium for insurance will probably exceed the predictable losses (for example, loss of books due to theft or vandalism). In some instances, as in the case of auto collision insurance, the agency can reduce its premium cost by assuming a reasonable deductible per loss.

3. Reduce the risk where possible (e.g., by reducing excessive cash accumulations with more frequent bank deposits or installing fire extinguishers or automatic sprinklers with resulting reduction in fire insurance rates); eliminate the risk (for example, by selling of a truck used to transport equipment and hiring a public trucker for this purpose); or transfer the risk to others (e.g., by a "hold harmless" or indemnity clause in a construction contract wherein the contractor assumes all liability for accidents to workmen and others arising out of the new construction).

4. Insure all other risks which can be insured (that is, which are of an insurable nature). It is important to recognize that in certain areas insurance companies may have expertise and provide valuable services which justify the purchase of insurance even though the agency has the financial capacity to absorb the losses which might be expected.

A Risk Management Policy Statement

Within the concept of risk management, there should be a well-established policy statement from the board under which the risk management principles can be applied. This policy should take into consideration the financial condition of the agency, its access to additional funds for uninsured losses, and its obligation to those whom it undertakes to serve as regards continuation of its present services.

The risk management policy statement of the agency should designate who shall have the administrative responsibilities to purchase the insurance. It should serve as a guide to limits of liability and

perils to be insured against and to the amount and extent of insurance policy deductibles which can be safely permitted. It may designate the types of services to be used, that is, consultants, agents or brokers, and it may prescribe requirements to bidding of insurance coverages.

The trustees may choose to have the library's insurance and risk management program assumed by the "risk manager" of the local government, if there is a full time person. If this is the case, it is important that the trustees have full knowledge of the program, and the risk manager be familiar with the library's specific problems and experiences.

Large libraries may wish to hire a full time risk manager who handles both insurance purchases and claims alternatively.

Insurance consultants can be put on retainers to review insurance risks and coverages, prepare specifications for bids, analyze and compare bids upon submission and assist in claim settlements. Consultants should be thoroughly familiar with library operations and risks. Usually insurance is bid on a 3-year basis, because it makes less paper work for both the company and the libraries. The consultant may be needed only the year bids are made.

Insurance agents or brokers often service small or medium-sized libraries. Agents or brokers frequently provide all the services the smaller library needs for the commission on the policies issued. It is important that an "independent agent" who represents more than one company be considered to assure that the agent assist the library in getting the best coverage possible for its insurance dollar.

Criteria for selection of an agent or broker should be established in the same manner it chooses other consultants, considering:

-Reputation in the community (personal and agency);
-Experience;
-Professional education, licensing and/or certification; and
-Knowledge of library risk management.

The board should systematically consider the following areas to determine whether or not it wishes to insure itself against damages:

I. Liability for Tort

Liability insurance is insurance to protect the board, board members and the staff against claims arising from the library's (board or staff) omission or wrongful acts.

Generally, the liability claim against the library may involve:

A. Buildings, grounds, leased property.

B. Activities of staff and board (such as slander, false arrest, wrongful entry, eviction or libel).

C. Contracts.

D. Vehicles owned or operated by the library.

E. Director's or trustee's liability (similar to director's and officer's D & O policy written for corporate business). Protects board members from suit for negligent or poor business judgements.

F. Constitutional or civil rights (Title 42 - Sec. 1973).

II. Property

A. Building (including additions). (Consider whether the landlord has responsibility to replace improvements in case of leased building.)

B. Consumable supplies and materials.

C. Technical supplies and equipment.

D. Artistic materials including: rare books, paintings, sculpture, etc.

E. Valuable records (anything that has value more than the actual costs of reproduction).

F. Any soft ware, or electronic data (maintenance of a duplicate set of tapes in another location is considered more cost effective than insurance).

G. Property of others (such as materials on loan to the library - art, research, equipment). (It is wise to get statements of value and responsibility from the owner.)

H. Property of staff.

III. Perils

Often one or more "perils" are excluded on "all risk" policies in the contract's fine print. Each company defines the "peril" in its own terms. It is important that the board or its attorney review the insurance policy language to assure that coverage is what the board thinks it is.

A. Fire and smoke damage.

B. Flood, backing up of sewers, surface waters.

C. Water damage from defects in equipment, plumbing, heating and air conditioning, sprinkler leakages.

D. Windstorm, cyclone, tornado, hail, lightning.

E. Earthquake (usually excluded wherever earthquakes are common).

F. Nuclear damage (often excluded).

G. Explosions (pipes, steamboilers, etc., are often excluded).

H. Aircraft, sonic boom damage.

I. Vandalism and mischief.

J. Snow damage (collapse of roofs or structures).

K. War, strikes and civic commotion.

L. Glass breakage (from other than listed perils).

M. Burglary, robbery, theft.

N. Employee dishonesty.

IV. Other Risks

A. Injury to employees - Wisconsin public and private agencies are subject to the Wisconsin Worker's Compensation Act and must meet insurance standards prescribed.

B. Employee dishonesty.

It is an error to consider only those handling funds or supervising funds since risk extends to property. (All employees can be covered under blanket fidelity bonds.)

C. Property in transit.

Where equipment, fine arts, or units are on loan in large amounts or in mobile units, this special insurance is needed. (For example, touring exhibits or shows, conferences.)

D. Professional liability.

Persons providing professional liability to the public are often protected against so-called malpractice suits, (The library board may wish all professionals who are independent contractors to have liability coverage as well.)

Note: This chapter was based largely on materials in the ALA's "Insurance Manual for Libraries" and federal instructions. The finance committee (or sub-committee) should have a copy of this manual for its members to review.

NOTES:

1. Meyers, Gerald E. Insurance Manual for Libraries. (Chicago, 1977), p. 3.

LIST OF WORKS CONSULTED

Meyers, Gerald E. Insurance Manual for Libraries. American Library Association, Chicago, 1977.

Personnel Management and the Trustee
Key To A Working Library

The Trustee's Role in Personnel Management

Personnel management is the key to the creation of a library working environment which promotes high morale, high productivity and professional growth and development.

Steps Toward Good Personnel Management

I. Written Statement

The board of trustees has the responsibility to take the first step towards good personnel management by adopting a written statement of personnel management philosophy.

II. Essential Background Information Needed by the Board.

Before enacting personnel policies, the board will need to know if any trade union, civil service or other standard municipal employee policies pertain to library staff.

III. Drafting and/or Approval of Personnel Policies.

The third trustee responsibility is the drafting and/or approval of a set of personnel policies clearly defining employees' rights and responsibilities. Generally, the policies should include:

A. Employment Practices - (recruitment, selection, hiring; include nepotism rules where applicable.)

B. Personnel Actions - (all official actions affecting an employee's status, i.e. reassignment, probation performance evaluations, tenure, promotion, demotion, suspension or other disciplinary action, records, in-service training, political activities, separation through resignation, reinstatement, lay-off procedures, reasons for firing.)

C. Salary Administration - (allowable deductions, dates of paydays, credit union, etc.)

D. Employee Benefits - (health retirement, education, income continuation and life insurance and to what extent part-time employ are eligible for these benefits.)

E. Work Conditions - (hours, scheduling, flexible time, shared jobs, over-time, disciplinary action.)

F. Leaves of Absence - (sickness, maternity, paternity, vacation, leaves without pay, personal leave days.)

G. Holidays - (listing of specific days.)

H. Grievance procedures.

I. Affirmative Action plan.

An excellent comprehensive manual detailing personnel policies has been developed by the American Library Association ("The Personnel Manual - an outline for libraries," 1972). It can be used to assist you in your deliberations. If the library operates under local municipal policies and procedures, copies of city personnel policies should be made available to both the staff and board. The board's obligation to review personnel policies ought not be abdicated because municipal personnel policies exist. Trustees should carefully weigh each municipal personnel policy in terms of the effect on meeting library goals and objectives. If the policy presents unreasonable constraints, the trustees have the responsibility to either get an exception or to change the policy.

The board should make the policies available to each library staff person and to the public. It is the trustee's responsibility to review personnel policies annually and to assure other modifications as necessary.

IV. Job Descriptions and Salary Schedules.

The fourth important step in personnel management is the approval of job descriptions and salary schedules for each position within the organizational structure.

Well defined job descriptions provide the guidelines for recruitment, selection and supervision. They also provide the employee with a sense of direction and purpose. They provide his/her first insight as to how s/he fits within the organizational structure. Whoever writes the job descriptions, the board should review the descriptions for comprehension and clarity.

Adequate job descriptions should include:

A. Goals and Worker Activities (described in specific terms - usually two to six goals).

B. Summary Statement (level accountability, level supervision given and/or recieved, relationship to other positions with similar goals).

C. Time Percentages.

D. Knowledge Statements (complexity, responsibility, authority, skills and abilities necessary).

The organizational structure and job descriptions should be reviewed annually to see if the jobs are appropriate to changing goals and objectives of the library. Sample job descriptions and job listings are included in Attachment I.

The trustees need to continuously monitor the current salary schedules of libraries of the same type and size. No board can expect to maintain competent staff unless it plans for 1) a competitive salary schedule, 2) opportunities for professional growth and development and 3) recognition for competency through monetary and non-monetary means.

V. Approval of Equal Employment Opportunity or Affirmative Action Plan.

The board must approve an equal opportunity employment or affirmative action plan. The plan must outline how the library intends to implement provisions of the federal Civil Rights Act of 1964, the Age Discrimination in Employment Act of 1967m the Equal Opportunity Act of 1972, Section 504 of the Rehabilitation Act of 1973 and any local affirmative action regulations that may exist.

An affirmative action plan would include:

A. Policy statement.

B. Assignment of responsibility.
   1. responsibilities of affirmative action officer(s).
   2. responsibilities of other managers.

C. Dissemination of information in policy/program.
   1. managers and supervisors.
   2. all employees.
   3. union(s).
   4. old and new recruitment services.
   5. subcontractors, vendors and suppliers.

D. Problem/workforce analysis.
   1. present areas and levels of employment.
   2. areas of under-utilization and concentration.
   3. extent of under-utilization.

E. Goals and timetables.
   1. long range goals.
   2. short range goals.

F. Action programs to accomplish goals.
   1. recruitment.
   2. selection standards and procedures.
   3. mobility (assignment, promotion, transfer, seniority, training, career advancement).

4. wages/salaries and fringe benefits.
5. lay-off or disciplinary actions.
6. union contract(s).
7. evaluations of supervisor on meeting affirmative action goals.

G. Internal audit and reporting system (monitoring records, reports).

H. Supportive in-house and community programs.

Once the plan is adopted, the board must demonstrate good faith in using the plan to prevent illegal discrimination in its recommendations for salary increases and training opportunities and promotions. Consequently, it is important that written records on each hiring be retained - information on who was hired, why, or who was not hired and why not.

VI. Promotion and Budgeting of Adequate In-Service and External Training for Staff.

The trustees must be insistent about providing a budget for in-service training for staff. The rapid changes occuring in the information management field makes it critical that staff, as well as the director, attend workshops relevant to their jobs.

VII. Monitoring the Implementation of Personnel Policy - the Board's Duty.

From time to time the board or personnel committee should review the personnel actions of the librarian for compliance with Affirmative Action and Equal Opportunity laws and to determine compliance with other established policies (the duty of diligence). If errors in judgement were made, the librarian and trustees discuss policies, problems and work out solutions. These audits should be properly documented and placed in the librarian's employment record to be used as a part of the annual performance review.

VIII. Hiring and Evaluating the Librarian.

The board of trustees hires and fires only one person in the library - the head librarian. All other persons are hired, evaluated and discharged by the librarian or the librarian's designee.

Since hiring the librarian is probably one of the most important choices the trustees make, it is important to plan the process carefully to assure the best selection possible (see the following attachments: Written Information to be Reviewed by a Job Candidate, Sample Contract, and Statement on Professional Ethics).

Note: Library boards should contact ALA for a pamphlet called Securing a New Library Director. It is to be published in October, 1979.

LIST OF WORKS CONSULTED

Beatty, Richard W. and Craig Eric Schneider. Personnel Administration. Addison-Wesley Publishing Co., Reading, Massachusetts, 1977.

The Personnel Manual, American Library Association, Chicago, 1977.

The Public Library Trustee. September, 1971, Supplement, American Library Association, Chicago, 1971.

Young, Virginia, The Library Trustee, Third Edition. R.R. Bowker Co., New York, 1978.

ATTACHMENT I
Writing Library Job Descriptions

The job description is a written statement of an individual job and includes the major duties, responsibilities, work performed and equipment used. It is ordinarily based upon the significant findings of a job analysis.

General make-up of job descriptions vary among different libraries. In most cases, a summary of the job, the work performed, and the qualifications is generally considered essential. A job title is simply a common name for a job. It is often inadequate in identifying the job satisfactorily. The title plus the job content is necessary for accurate identification.

Job descriptions are important for several reasons. They are useful in bringing about better organizational understanding within a particular library. The duties, responsibilities and qualifications required of the successful employe on a particular job are clearly pointed out. They identify the job and make its content known to all.

They also help in selecting persons best fitted for the requirements of the job, acquaint the new employe with the job to which he is being assigned, and crystallizes scattered information into a clear job picture. They are especially helpful in personnel selection work, transfers and promotions.

Job Terminology

Jobs are an important responsibility for every library director. A basic knowledge of job terminology is essential. Following are explanations of 10 important terms relating to the preparation of job descriptions and the organization of work in libraries.

1. Task, Position, Job
   A "task" is created whenever human effort must be exerted for a specific purpose. When enough tasks accumulate to justify the employment of a worker, a "position" has been created. A position is an aggregation of duties, tasks and responsibilities requiring the services of one individual. The number of positions in a library organization is the same as the number of workers. A "job" is a group of positions which are identical with respect to their major or significant tasks. The job is impersonal; the position is personal.

2. Job Analysis
   A detailed examination of a job to determine the duties, responsibilities, mental and physical requirements, working conditions, required tools and equipment, relationships to other jobs, and specialized requirements necessary for its performance. It involves observation of the job and the reporting of facts obtained in conversation with employees, and others who have information of value.

3. Job Classification

   A systematic arrangement of jobs into groups, categories or classes according to the relative requirements necessary for their performance. It is a procedure involving the grouping of jobs having similar characteristics.

4. Job Content

   The duties, functions and responsibilities comprising a given job.

5. Job Description

   A written description of the major operations, responsibilities, skill requirements and duties of an individual job.

6. Job Evaluation

   A systematic procedure for determining the relative worth of each individual job in a library organization. It makes use of job factors (or key jobs) for comparison and measurement. The process seeks to provide for a fair and equitable wage structure.

7. Job Factor

   Any characteristics of a job which influences its relative worth or value and provides a basis for the selection, training, placement and compensation of library personnel.

8. Job Ranking

   A method of job evaluation in which all jobs in a library organization are compared with each other and ranked in order of importance. Ordinarily the judgement of qualified persons is used for ranking.

9. Job Specification

   A written statement of the abilities and personal requirements for a job.

10. Job Title

    A distinctive, designative term for a particular job.

Work simplification is an important activity deserving the continuing attention of every library director. This is a matter of finding the most economical use of human effort, materials, time, machines, procedures and space so that easier and better ways of doing work can be employed. Thomas Edison said it another way: "There's a way to do it better - find it."

Analyzing and reviewing job duties with the purpose in mind of writing job descriptions can bring about considerable improvement in service, production and use of manpower. Job descriptions must, of course, be tailor-made to satisfy the specific requirements of each library. Hopefully, the descriptions given in this manual will not only save the director's time and assist him in preparing thorough descriptions, but also trigger an idea or two that will result in eliminating, modifying or re-combining certain tasks.

Generally speaking, the larger the library the greater the degree of specialization. In a small college library, for example, personnel at the Circulation Desk may have the responsibility for a large variety of tasks, including the filing of catalog cards. In a large library this work is usually done by Technical Services personnel. Everyone in the small library participates in book selection, whereas a specialized group of people usually handles this work in the large library.

Despite these differences, all libraries are alike in much of the work that must be performed. The tasks are simply grouped differently. It is the function of library directors and supervisors to originate more efficient and less costly ways of doing things and to devise standards and controls to see that important objectives are achieved. This is the real meaning of efficiency - to utilize human energy so that essential tasks are completed according to standards in the least possible time and space, and with the least possible effort. Carefully writte job descriptions help librarians to achieve this goal.

An important point to remember when discussing the organization of work in any library is that the job is created first. Qualified personnel are then selected and hired to fill that job. It is not good management practice to hire a person first and then attempt to design or create a job for him. Personnel should be hired to fill established library positions as called for by written job descriptions.

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ATTACHMENT II
Position Classifications

Introduction

Position classification for Wisconsin public libraries updates work last done in the early 1960's. The attempt in the current document is to create an organizational framework with meaning for today.

First, a word about what this document is and what it is not. It is a guideline within which it is hoped administrators can clearly identify the positions in their libraries. It is not a substitute for individual job descriptions which are written to describe the specific positions of a given library. However, it may be an aid in writing such descriptions. It is not an attempt to create an ideal table of organization for Wisconsin public libraries. Rather, it is an attempt to relate the typical duties and responsibilities of most public libraries to the educational levels and experiences required to properly fulfill them. Although special libraries are not specifically mentioned in this document, it is felt that it can be applied to them also.

The document has been consciously related to library systems standards and to state certification law. It is believed that this will be an aid to administrators in establishing the requirements for positions in their libraries.

How to Use the Document

It is important to note that nearly all positions have been written in such a way as to provide for both a staff and an administrative function. The administrative function is written into so many positions because the many different sizes of public libraries in Wisconsin require different levels of directorial qualifications.

It is hoped that the positions have been created with enough clarity and capacity to enable public libraries of all sizes to use them to describe their personnel. Occasionally, of course, personnel will not fit perfectly into one of the classes described here. In that case it is important that administrators use the same means to determine where a given position should be classed: the element of primary importance is work responsibility, followed closely by required educational level. Experience and certification are secondary. Weighting the factors in this manner, when necessary, should provide for the most satisfactory comparability of information.

In summary, the proper use of this document requires keeping two points in mind. First, this is an attempt to create a hierarchy of typical library duties based on the qualifications and experience required to satisfactorily perform them. The range of duties is based on current practice in Wisconsin. The duties in each position are neither exclusive nor are they to be considered a standard. They are merely representative

of the typical acceptable duties the committee discovered while surveying the field. Secondly, the proper use of this document will require a certain amount of judgement on the part of administrators because a document that is written in terms general enough to apply in most instances will often miss the mark in some specifics. We feel confident that the administrative skills of Wisconsin's public library directors will enable them to surmount minor problems in the use of this work and to realize substantial value from it as an administrative tool.

Postion I

Characteristic Work

Nature: Under immediate supervision, this hourly employee performs routine clerical duties and related work as required.

Examples: (Staff Position)

1. Assists with routine circulation desk procedures.
2. Assists with routine acquisition procedures.
3. Does routine typing and filing.
4. Prepares, repairs or reconditions library materials.
5. Shelves library materials. Reads shelves.
6. Sorts and routes mail, books, periodicals, etc.
7. Assists with programs and displays.
8. Does routine bibliographic checking.
9. Performs other related duties as required.

Qualifications

Essential Knowledge and Abilities:

1. Ability to understand and perform routine library procedures.
2. Ability to communicate effectively with staff and public.

Essential Training and Experience:

1. Junior in high school status or above.

Postion II

Characteristic Work

Nature: Under immediate supervision, performs routine clerical duties and related work as required, or, under direction of a governing body, may be in charge of a Library Service Outlet.

Examples: (Staff Position)

1. Assists with routine circulation desk procedures.
2. Assists with routine acquisition procedures.
3. Does routine typing and filing.
4. Keeps numerical records.
5. Prepares, repairs or reconditions library materials.
6. Shelves library materials. Reads shelves.
7. Sorts and routes mail, books, periodicals, etc.
8. Assists with programs and displays.
9. Does routine bibliographic checking.
10. Performs other related duties as required.

(Administrative Position)

1. Administers the Library Service Outlet* in accordance with the policies and procedures established by its governing body and that of the library system to which it belongs.
2. Plans and supervises the work of the Outlet.
3. Trains and supervises assistants.

Qualifications

Essential Knowledge and Abilities:

1. Ability to understand and perform routine library procedures.
2. Ability to communicate effectively with staff and public.
3. Ability to operate a typewriter and other library business machines properly.

Essential Training and Experience:

1. High school graduation, and, if in charge of a Library Service Outlet, a Grade 4 Wisconsin Library Certificate.

*See glossary.

Position III

Characteristic Work

Nature: Under immediate supervision, performs clerical and other nonprofessional library duties as required, or, under direction of a governing body, may be in charge of a Library Service Outlet or Small Community Library.

Examples: (Staff Position)

1. Scope of work is similar to that for Position II but may be more complex and is performed under less supervision.
2. Performs a basic level of reader's advisory and other patron assistance duties.

3. Performs other related duties as required.

(Administrative Position)

1. Administers the Library Service Outlet or Small Community Library* in accordance with the policies and procedures established by its governing body and that of the library system to which it belongs.
2. Plans and supervises the work of the library, relating library objectives to community needs.
3. Hires, trains and supervises employees.
4. Maintains a library materials collection.

Qualifications

Essential Knowledge and Abilities:

1. Working knowledge of library methods and procedures.
2. Ability to operate a typewriter and other library business machines properly.
3. Ability to perform basic supervisory functions.
4. Ability to communicate effectively with staff and public.
5. Ability to create and maintain effective public relations.

Essential Training and Experience:

1. Two years of college or Library Technical Assistant degree.
2. Eligibility for Grade 3 Wisconsin Library Certificate.

*See glossary.

Position IV

Characteristic Work

Nature. Under general supervision, performs semiprofessional and public contact work in serving the library patrons, or under general direction of a governing body, may be in charge of a Small Community Library or Library Service Outlet.

Examples: (Staff Position)

1. Supervises personnel in registration and circulation routines.
2. Performs routine cataloging and classification.
3. Schedules library employees and assigns routine duties.
4. Assists patrons in ready-reference and routine reader's advisory service.

5. Plans special interest displays of materials; prepares routine publicity.
6. Performs other related duties as required.

(Administrative Position)

1. Administers the Library Service Outlet or Small Community Library* in accordance with the policies and procedures established by its governing body and those of the library system to which it belongs.
2. Acts as administrative officer to the library board.
3. Plans and supervises the work of the library, relating library objectives to community needs.
4. Hires, trains and supervises employees.
5. Maintains a library materials collection.

Qualifications

Exxential Knowledge and Skills:

1. Considerable knowledge of library materials and practice.
2. Ability to perform routine classification, cataloging or reference.
3. Ability to supervise assistants.
4. Ability to communicate effectively with staff and public.
5. Ability to create and maintain effective public relations.

Essential Training and Experience:

1. Bachelor's degree or Library Technical Assistant degree.
2. Eligibility for Grade 2 or 3 Wisconsin Library Certificate depending on education level.

* See glossary.

Position V

Characteristic Work

Nature: Under general supervision or review, performs a high level of semi-professional and public contact work in serving patrons of the library, or, under general direction of a Library or Library Service Outlet.

Examples: (Staff Position)

All of the duties of the Position IV, and in addition:

1. Provides a high level of assistance in a major department of the library.
2. Directs the activities of a library service such as inter-library loan.

3. Provides reader's advisory and other patron assistance services.
4. Developes knowledge or expertise that can be used in book selection.
5. Prepares book lists and bibliographies.
6. Maintains vertical files, clipping files, etc.
7. Under professional supervision, may plan and carry out library programs and projects.
8. Performs other related duties as required.

(Administrative Position)

1. Administers the Library Service Outlet or Small Community Library* in accordance with the policies and procedures established by its library board and those of the library system to which it belongs.
2. Acts as administrative officer to the library board.
3. Plans and supervises the work of the library, relating library objectives to community needs.
4. Hires, trains and supervises employees.
5. Maintains the library materials collection.

Qualifications

Essential Knowledge and Abilities:

1. Considerable knowledge of a broad subject area, e.g., humanities, sciences, social sciences.
2. Considerable knowledge of library methods and practices.
3. Ability to communicate at a high level with staff and public.
4. Ability to create and maintain effective public relations.
5. Ability to perform a basic level of cataloging, classification, reference work, book selection independently.

Essential Training and Experience:

1. Bachelor's degree.
2. Eligibility for Grade 2 Wisconsin library certificate.
3. Two or more years of successful public library experience or its equivalent in relevant business experience.

*See glossary.

Position VI

Characteristic Work

Nature: Under administrative supervision or direction performs professional library work. The Position VI person will do work of varying responsibility depending on size of library and may be director of a Small Community Library.

Examples: (Staff Position)

1. Catalogs books and other materials.
2. Performs reader's advisory and other patron assistance services.
3. Answers reference questions.
4. Supervises and trains library assistants and pages.
5. Recommends books and other materials for purchase.
6. Prepares book lists and bibliographies.
7. Maintains pamphlet and clipping files.
8. Weeds shelves and supervises inventories.
9. Performs other related work as required.

(Administrative Position)

1. Administers the Small Community Library* in accordance with the policies and procedures established by its governing body and those of the library system to which it belongs.
2. Acts as administrative officer to the library board.
3. Plans and supervises the work of the library, relating library objectives to community needs.
4. Hires, trains and supervises employees.
5. Maintains a library materials collection.

Qualifications

Essential Knowledge and Abilities:

1. Understanding of basic library principles, procedures, technology, goals and philosophy of service.
2. Ability to use knowledge and training to serve the needs of the library productively.
3. Ability to meet, communicate with, and deal with people effectively.

Essential Training and Experience:

1. Master of Library Science degree from accredited library school.
2. Eligibility for Grade 1 Wisconsin Library Certificate.

*See glossary.

Position VII

Characteristic Work

Nature: Under general administrative direction, or general direction of a governing body, performs difficult and technical professional and related work as required. The work of the Position VII person will vary in responsibility with size of library and may include directorship of a Small Community Library.

Examples: (Staff Position)

1. Similar to Position VI, except more difficult as experience is gained.
2. Assists in compilation of reports of the service unit.
3. Develops subject areas in the library materials collection.
4. Performs original classification and cataloging.
5. Works with special groups in advisory capacity.
6. Performs reference research.
7. Performs other related work as required.

(Administrative Position)

1. Administers the Small Community Library* in accordance with the policies and procedures established by its governing body and those of the library system to which it belongs.
2. Acts as administrative officer to the library board.
3. Plans and supervises the work of the library, relating library objectives to community needs.
4. Hires, trains and supervises employees.
5. Maintains a library materials collection.

Qualifications

Essential Knowlege and Abilities:

1. Same as Position VI except depth of knowledge reflects experience.
2. Ability to plan and direct library services and technical work.

Essential Training and Experience:

1. Master of Library Science degree from an accredited library school.
2. Eligibility for Grade 1 Wisconsin Library Certificate.
3. Two years experience in a public library or equivalent relevant experience.

*See glossary.

Position VIII

Characteristic Work

Nature: Under general administrative direction, or general direction of a governing body, performs advanced professional and related work as required. The Position VIII person may be a subject specialist, department head, branch librarian or may be director of a Community Library.

Examples: (Staff Position)

1. Similar to Position VII, except more difficult as experience is gained.
2. Supervises the work of a major library department.
3. Under general direction plans and implements policies of a major department.
4. Serves as assistant director.
5. Helps develop overall library policies, goals and objectives.

(Administrative Position)

1. Administers the Community Library* in accordance with the policies and procedures established by its governing body and those of the library system to which it belongs.
2. Acts as administrative officer to the library board.
3. Plans and supervises the work of the library, relating library objectives to community needs.
4. Hires, trains and supervises employees.
5. Maintains a library materials collection.

Qualifications

Essential Knowledge and Abilities:

1. Same as Position VII except depth of knowledge reflects experience.
2. Considerable knowledge of modern administrative theory and practices.
3. Ability to employ appropriate techniques to establish service needs and to see that they are met.
4. Ability to write and administer a budget effectively.

Essential Training and Experience:

1. Master of Library Science degree from an accredited library school.
2. Eligibility for Grade 1 Wisconsin Library Certificate.
3. Three years experience in a public library or equivalent relevant experience.

*See glossary.

Position IX

Characteristic Work

Nature: Responsible for the administration of a Headquarters* or a Large Community Library, with responsibility and authority for organizing and managing the library operation, and planning, directing, and coordinating its program of service subject to the policies of the governing body of the library.

Examples:

1. Acts as executive officer of the library and administrative officer to the library board; submits reports to the board, prepares and submits the library budget to the board, advises board on policy matters.
2. Establishes overall services of the library in light of changing community needs.
3. Hires, trains and supervises staff.
4. Acts as spokesman for the library in the community.
5. Works with government officials to meet the needs of the library.

Qualifications

Essential Knowledge and Abilities:

1. Same as Position VIII but knowledge reflects more experience.
2. Demonstrated advanced administrative ability.
3. Demonstrated knowledge of local government and library law.
4. Demonstrated ability to communicate effectively with people from a wide range of socioeconomic background.

Essential Training and Experience:

1. Master of Library Science degree from an accredited library school.
2. Eligibility for Grade 1 Wisconsin Library Certificate.
3. Five years progressively responsible public library experience.

*See glossary.

Public Librarian Certification Law

Types of Certificates:

Four grades, for heads of libraries. Certification level for other positions on library staffs may be determined by local library boards. Libraries may require personnel with professional or technical preparation in other fields, but this selection does not cover certification in other specialties.

Grade I

Requiring a bachelor's degree from a college or university approved by an accredited association of more than statewide standing and, in addition, a fifth-year degree from a library school program accredited by the American Library Association. Persons who hold fifth-year degrees from library school programs not accredited by ALA may apply for certification. The Division shall establish criteria for evaluation of credentials to

determine if the person is qualified to provide professional public library work; and when such determination is made, the applicant shall be granted Grade I certification.

Grade II

Requiring a bachelor's degree from a college or university approved by an accrediting association of more than statewide standing, including or supplemented by courses in public library administration, selection of all types of library materials, organization of library materials, and reference and information service.

Grade III

Requiring two years of study in a college or technical institution with courses in liberal arts and science and course work in librarianship equivalent to the University Extension Home-Study Course: Basic Library Management for Public Librarians. The Division may approve course work as equivalent.

Grade IV

Requiring high school graduation and course work in librarianship equivalent to the University of Wisconin Exenstion-directed Home-Study Course: Basic Library Management for Public Librarians. The Division may approve course work as equivalent.

*At the time of printing this edition of Position Classifications, public library certification law is being changed. The certification information printed here is what is assumed will be passed into law.

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Glossary

HEADQUARTERS LIBRARY - The public library in a city of at least 30,000 population designated to provide administration of and resources for the system, or a combination of a separate administrative headquarters plus a public library in a city of at least 30,000 under contract to serve as a system resource library.

LARGE COMMUNITY LIBRARY - A community library which serves an area of approximately 30,000 or more population and is not a headquarters or resource library for a system.

COMMUNITY LIBRARY - A library serving an area of approximately 10,000 to 30,000 population.

SMALL COMMUNITY LIBRARY - A library which serves an area of approximately 2,500 to 10,000 population.

LIBRARY SERVICE OUTLET - Additional public library unit, either mobile or stationary, organized and administered primarily to serve as a link within the system between the very small communities or neighborhoods and the headquarters library resources.

LIBRARY TECHNICAL ASSISTANT (LTA) - One who has successfully completed the associate degree program designed to develop competency in the technical, nonprofessional areas of library work.

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ATTACHMENT III
Personnel Files

A personnel file is maintained for documentation of a person's past and present employment position within the library system. To be most useful, these files should contain all relevant information concerning the employee's library position. Information collected should not be a duplicate of files kept somewhere else unless there is also a need for that information in the personnel office. For example, payroll records need only be available from the business office. Personnel records are confidential. Information is only released to such responsible persons that have proven a vital need for such information. Because letters of recommendation are requested with a guarantee of confidentiality, they should be stored in a separate file. They should not be given to the employee when he/she asks to periodically review personnel files to assure completeness and accuracy. Personnel information should be given only by the professional staff of the personnel office, or the library administrator. In dealing with personnel files, professional discretion is always used.

The following are the kinds of information usually found in a personnel file:

1. Employee's current home address, phone number, and person to be notified in case of emergency.

2. Employment application form and references.

3. Physical exam report if required for employment.

4. Contract or employment agreement, including date the employee began work.

5. Employee authoriziations for insurance, retirement programs, and other benefits made available through the library or library system.

6. Performance evaluations, and employee statements regarding the evaluations.

7. Record of all commendations, awards and honors given for work related or personal achievements.

8. Records of on-the-job accidents or disability.

9. Requests of the employee for any change in status.

10. Requests of supervisor to administrator for change in status of the employee, such as promotion, special training, transfer, or interim raises.

11. Notices of salary changes, job reclassifications, job title, transfer, or other change in job status.

12. Record of continuing education courses completed, related training or education.

13. Documentation of all extended leaves such as medical leave, military and jury duty.

14. The last notice to employee regarding amount of leave credits or related benefits.

15. Notices of unsatisfactory work, or of suspension, or any other disciplinary action, and notice of termination.

16. Records of grievance hearings and appeals in which the employee is a figure. Information may need to be removed pending hearing results.

17. Letters and forms of resignation and termination of any type.

Personnel files for former employees should be retained indefinitely or at least a long number of years because they may be requested to verify former employment, assist in determining whether to re-employ persons, aid in assuring payments of pensions and other benefits, etc.

ATTACHMENT IV

Written Information to be Reviewed By a Job Candidate

The following information should be prepared in written or graphic form to be distributed to job applicants or inspected by them in the personnel office.

1. Job description and specifications. The applicant should be apprised of the duties and responsibilities of the position. He should know the physical location of the job. If time is shared among several locations, relative times should be indicated.

2. Library organization chart. Using the organization chart in the personnel office, the applicant should be shown the structure of the library, and where he will fit in. He should be told who his supervisor is, and who he will supervise.

3. Salary schedule. The beginning salary or wage and the method of payment. If there is a structured salary schedule, the candidate should be shown the salary range for his grade. It should be explained how one earns the increments and how long it would normally take to reach the top salary in the grade. He should also be shown salary ranges for those grades which may be reasonably attained by the candidate.

4. Personnel policies. The personnel manual should be available for inspection. The manual should be able to answer any of the applicant's questions regarding reimbursement, professional association expenses, etc. The personnel manual should also make clear the probationary period, performance rating procedures and the definition of and the method of acquiring permanent status.

5. Insurance and retirement plans. The applicant should be furnished with a prospectus of insurance and retirement plans. A schedule of benefits and premiums (illustrating the library's contribution) should be included.

6. Conditions of employment. The applicant should receive a list of conditions that must be met or policies which must be followed in order to maintain employment status. Such policies or conditions might relate to nepotism, residency, outside employment, political activity, conflict of interest, etc.

7. Other documents related to library personnel administration. Materials such as civil service regulations handbooks should be available to the applicant.

The interviewer should be aware that the presence of this information in visual form does not preclude the necessity to present it orally.

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ATTACHMENT V
Sample

(from the Trustee Library Guide, State of Iowa)

The City of Spencer, Iowa by and through the Board of Trustees of the Spencer Municipal Library, First Party, and John Houlahan, Second Party, hereby contract and agree as follows:

1. Employment. First Party hereby agrees to employ and appoints Second Party as its "Director" of the Spencer Municipal Library, and as "Librarian" of said library.

2. Duty. Second Party shall have the duty to perform all duties and services in connection with the supervision and management of the Spencer Public Library, subject to the direction of the Board of Trustees. Second Party shall devote all of his time and skill to such employment with the exception that he may, with prior approval of the Board of Trustees, provide his talents and services to other libraries on a consultant or part time basis.

3. Acceptance. Second Party hereby accepts such employment and agrees to perform the duties and services as set out in Paragraph 1 hereof faithfully and diligently and to the best of his ability and further agrees to work and act at all times with the First Party's Board of Trustees in a helpful and cooperative manner.

4. Duration. The period of this contract shall be from January 1, 1975 to and including December 31, 1975, under the terms and conditions as herein provided. The period of this contract may be extended for additional one-year terms upon agreement between First and Second Parties.

5. Consideration. In consideration of the performance of the duties as above set out, First Party shall pay Second Party a salary of $11,500 for the term of this contract, or $958.33 per month payable semi-monthly for the period of said contract.

6. Vacation. Second Party shall be allowed three weeks vacation during the term of this contract, which vacation time shall accrue as follows: Two weeks after completion of six months of employment and three weeks after completion of nine months of employment; however, vacation may be permitted prior to its accrual by action of the First Party.

   In all events, Second Party shall give First Party at least seven (7) days' advance notice of his intention to exercise his vacation privileges.

7. Sick Leave. Second Party shall be allowed sick leave with pay on the basis of one day per month of employment according to the sick leave provisions of the personnel policy.

8. Health Insurance. Upon the Second Party qualifying under the group health and accident insurance policy, the First Party shall pay all personal health insurance plus one-half the cost of the Second Party's dependent's health insurance.

9. This contract may be terminated by either party by giving ninety(90) days' advance notice of intention to terminate.

10. Amendments. This contract may not be changed or amended unless in writing signed by each of the parties hereto.

BOARD OF TRUSTEES, SPENCER MUNICIPAL LIBRARY

By _____
President

By _____
Secretary

_____

ATTACHMENT VI

Statement on Professional Ethics, 1975

Introduction

The American Library Association has a special concern for the free flow of information and ideas. Its views have been set forth in such policy statements as the *Library Bill of Rights* and the *Freedom to Read Statement* where it has said clearly that in addition to the generally accepted legal and ethical principles and the respect for intellectual freedom which should guide the action of every citizen, membership in the library profession carries with it special obligations and responsibilities.

Every citizen has the right as an individual to take part in public debate or to engage in social and political activity. The only restrictions on these activities are those imposed by specific and well-publicized laws and regulations which are generally applicable. However, since personal views and activities may be interpreted as representative of the institution in which a librarian is employed, proper precaution should be taken to distinguish between private actions and those one is authorized to take in the name of an institution.

The statement which follows sets forth certain ethical norms which, while not exclusive to, are basic to librarianship. It will be augmented by explanatory interpretations and additional statements as they may be needed.

The Statement

A Librarian

Has a special responsibility to maintain the principles of the *Library Bill of Rights.*

Should learn and faithfully execute the policies of the institution of which one is a part and should endeavor to change those which conflict with the spirit of the *Library Bill of Rights.*

Must protect the essential confidential relationship which exists between a library user and the library.

Must avoid any possibility of personal financial gain at the expense of the employing institution.

Has an obligation to insure equality of opportunity and fair judgment of competence in actions dealing with staff appointments, retentions, and promotions.

Has an obligation when making appraisals of the qualifications of any individual to report the facts clearly, accurately, and without prejudice, according to generally accepted guidelines concerning the disclosing of personal information.

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AMERICAN LIBRARIES
April 1975
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The Trustee and the Library Building
Making The Facility Fit The Need

It may happen during a library board meeting. A fellow trustee or the librarian says, "Our library building is not allowing us to provide the community with all of the library services it needs." Thoughts begin to race through the trustee's mind. Do we really need a new library building? What is lacking in our present building? Who can help us with this project? How will the cost be managed? What will the trustees be expected to do?

Time spent in planning is vital to the success of the venture. Planning a library building program is a team effort. The essential steering committee members are the library trustees and the head librarian. All of the members of smaller boards usually serve as a committee of the whole on the building project. Large boards may select a committee from the membership. Later, other team members will be added.

The job of library trustee, a member of a policy making body, is to initiate, organize and find ways to implement the building program. The trustee is answerable to the community for the program's legal and financial decisions and for the hiring of all needed personnel. Wisconsin law confers members of library boards with authority and certain responsibilities in Sec. 43.58, Wis. Stats.

"43.58. Powers and duties. (1) The library board shall have exclusive control of the expenditures of all moneys collected, donated or appropriated for the library fund, and of the purchase of a site and the erection of the library building whenever authorized. The library board also shall have exclusive charge, control and custody of all lands, buildings, money or other property devised, bequeathed, given or granted to, or otherwise acquired or leased by, the municipality for library purposes."

Trustees sometimes feel overwhelmed by responsibility, but if they take each specific step in its logical order, the project will be accomplished. The tasks have been outlined by those experienced in library building projects. These tasks will be briefly discussed to show relationships of the team.

Tasks

I. Determine the Need for a New Building

The decision to build is based on information gathered by two assessment processes. First, a thorough library survey of the existing library facility should be done by the librarian. Problems relating to space limitations and building deficiencies are carefully noted. Services now provided and future service needs are analyzed. The library is compared with accepted state and national standards. Collections of books, periodicals and audiovisual materials are evaluated for quality and quantity. Staff requirements are studied.

These survey results are combined with information gathered in an analysis of the community and its library needs and wants. Careful consideration is given to future growth projections since any new construction should be sufficient to serve community needs for a minimum of twenty years. This community analysis may be done by the trustees or a committee selected from the board membership. There are professional and governmental agencies that also provide this service. Existing studies on library use, regional library development or identification of other libraries and educational facilties, should be acquired and read.

Equipped with the information from all these sources, the board may now make the decision to improve the library facilities. A new building is not the only choice available, however. These are alternatives that should be explored:

1. remodel the present library
2. expand and remodel present library
3. convert another structure to library use
4. construct one or more branch libraries instead of a central library building

Although cost is always an important factor, the advantages and disadvantages of each alternative deserve consideration. If the decision is made to vacate the old building for newly built facilties, trustees may experience some public pressure from those interested in historical preservation.

II. Prepare and Approve the Building Program Statement

The writing of this statement is a responsibility of the librarian, but it does require board approval. The State of Wisconsin has adopted standards for public libraries. These are endorsed by the Wisconsin Library Trustees Association (WLTA) and Wisconsin Association of Public Libraries. These standards are found in Wisconsin Public Library System Standards.[1] Because libraries should meet these standards, the trustees and librarian should study this publication. Section VI, Physical Facilities, merits close examination. Much research and input of ideas from the library staff, citizens and trustees preceds the actual writing of a Program Statement. Informing citizens and honestly soliciting their input of ideas is especially important when a bond issue will be needed for covering the cost of the building. The

library survey and community analysis should be reviewed with special attention paid to deficiencies and projected library needs. The building statment presents the problems to be solved, not solution to the identified problems. The detail of the building statement is intended to give the architect a complete understanding of the functional needs of the facility. Because of the time and effort required in preparing this statement, the librarian may need to delegate some routine jobs.

III. Add Members to the Building Program Team

Additional team members may now be needed as greater expertise becomes necessary. An experienced library building consultant may be the first supplement sought. His/her help may be expecially vital to trustees and librarians working on their first building project. The consultant may take a major role in preparing the building statement, taking some pressure off a busy librarian. The consuoltant provides a second professional view in appraising the project. Names of consultants for consideration can be obtained from the Library Administration Division of the American Library Association (ALA).

The trustee will also need the help of an architect. General architects and those specializing in library design are available. Interviews with potential candidates and inspection of previous work will both aid in making a sound choice. The architect's authority and ability to supervise during the construction period are also important factors to be considered. The selected architect is given the building program statement. His/her building design considers all factors presented in the statement and proposes solutions to the identified problems.

There are other persons the library board may choose to appoint to aid the building team. An attorney can oversee all legal decisions made. He/she can also assure that all governmental regulations are followed, including local ordinances. The city may offer the services of a city attorney. A city or county building official may be asked to serve. If a Friends of the Library organization exists in the community, it could supply an advisory group or representative. Members of community groups such as the handicapped or minorities may be interested in taking part. An interiors specialist may be appointed for expertise on design, furnishing and decorating of the library interior.

All added team members must have official board approval to serve and an understanding of the extent of their responsibilities and authority. Fees for paid team members should be openly discussed and approved. The team will need to meet often during the project, a consideration for prospective members. Questions should be asked about technical matters to increase everyone's understanding. Visiting other libraries and asking about their building project will also be valuable.

IV. Select the Building Site

The library board selects and acquires the building site. Wisconsin library systems standards provide this description for site location: "Each public library should be in a location which attracts numbers of people in the course of their daily activities. Attention should be given to pedestrians and automobile traffic, and to mass transit where available."[2] This points to a centralized location whether the building is to be a main library or a branch. Land in these areas will be expensive, but purchase will assure greater accessibility for library users; an indication of a higher level of usage. Ease of accessibility for the handicapped must also be a consideration. The size of land parcel available must be adequate for the plan needs. Room is needed for a parking lot or parking provided with the building structure. Thought should also be given to possible future expansion of the facility. Communities with limited resources have purchased a larger site, but have delayed additions until the need for expansion comes with population growth. This is a wise use of finances since land values are not decreasing with time. It also guaratees the land is there when expansion becomes necessary.

V. Begin Construction Process

After approval of the architect's plans, the board authorizes a call for bids. Usually a bid form is provided to bidders. Bidding procedures are regulated by Wisconsin Statutes. Section 62.15 applies to cities and town, Section 66.28 to counties and villages and Section 43.17 to library systems. A legal notice in newspapers and trade papers alerts potential contractors. The architect may also notify contractors known to have the experience the plans will require. Contractors then seek bids from sub-contractor specialists such as plumbers and electricians. A total bid price is calculated and submitted along with bonds to guarantee performance. All bids are opened at a specified time. They are studied by the library board and architect to determine compliance with all plan requirements. A recommendation is then made, usually in favor of the lowest responsible bidder. Contracts are approved and signed by board and contractor. Construction usually begins in a few weeks.

The architect takes on a supervisory role during actual construction. He/she serves as technical expert overseeing all work to assure that plan specifications are adhered to. He/she reports ofter to the board's building committee. This requires freqent on site visits. The architect approves progress payments to the contractor after evaluating finished work. Finding solutions to any problems which occur is also the architect's job. He/she has the authority to stop work if that seems warranted. When all work is satisfactorily completed the architect certifies the building ready for occupancy.

Early in the construction process the board studies and approves plans for furniture and equipment placement and contracts for new purchases. Staff orientation should be done by the librarian during the later segment of the construction period. The staff needs time to investigate the new facility and develop familiarity with their surrounding before opening day.

VI. Secure Funding

The cost estimate for the new library facility can be calculated by considering several factors. Price to be paid for land acquisition or demolition of an old facility are factors. Other costs are professional fees of the architect, library consultant and other experts the board has appointed. After the construction contract is awarded those costs will also be known. Furniture and equipment purchase costs are added in. Some financial provisions will be needed for moving to the new location. Volunteers have been used successfully in moving projects. Scouting organizations and service clubs can be contacted.

After a reliable estimate is reached, the big question is asked about sources of money. If the costs are really beyond any anticipated resources, pare down building size, or look for more funding. Contact the Division of Library Services for information on state or federal funding available to libraries. The Library Services Construction Act (LSCA) is one federal source to be investigated. Check other federal programs that might provide some funding to the community. Communities are sometimes fortunate enough to have endowment funds provided for library construction. Most new library buildings are financed by increases in tax levy or by bond issues. Wisconsin Statutes, Chapter 67, provides bonding information for local governments. A referendum is needed for most bond issues. Since voters will say yes or no to trustees' request for bonding, an educational campaign for yes votes should be undertaken by the trustees. Good public relations and publicity will increase public knowledge and help assure a more favorable voter response. One community took the issue directly to the voters because their mayor and city council had been elected on a "no spending increase" platform. The trustees utilized the Friends of the Library organization and got a yes vote on the referendum. Federal and State grants, and gifts and bequests should be investigated as possible funding sources. In the past campaigns soliciting public subscriptions have been worthwhile.

The cost of the building project must be combined with long term operating costs for an accurate financial picture. Adequate operating funds must be assured. Investigate new personnel needs, increased utility costs, costs of general and custodial supplies, increased budget for collection expansion, additional insurance charges, and the cost of furniture and equipment that will be needed in the near future. When the operating cost increases are determined, the library board should work to get a raise in the appropriation or tax rate supporting these costs.

VII. Occupy, Publicize and Evaluate the New Library

The building is completed and the moving process takes place. Final invoices are approved and paid. The building committee is nearing the end of its assignment. A dedication ceremony may be held recognizing all people helping with the building project. Special recognition may be bestowed on gift givers. Dedication day and the days following provide a good opportunity to acquaint the public with the new facilities and services now available. Public interest level will be high during this time.

After a short period of operation, the building should be evaluated by all the building committee. The problems in the program statement should be reviewed in judging the solutions. The staff and public should be asked about any new problems or suggestions for improving service. Ask what is good about this building, and what should be changed next time. Share the information with other librarians and trustees in the state.

During the building process, the trustee will work with many people and have many experiences.

Throughout all these experiences, you will want to keep a crisp view of your

Obligation to Your Community

And what is that? Isn't it to deliver the maximum in attractive and functional library facilities, soundly constructed, which your tax dollars will purchase? The library board may need to guard against making "our" building the finest of its kind. We need to outshine others only in the care with which we conceive the assets that have been entrusted to us.

If, after our building is finished, we can both look at it with pride and look our fellow citizens squarely in the eye, it is probably that we have been worthy of the implications in the work "trustee."[3]

A valuable resource covering this topic in much greater detail is the Wisconsin Library Building Project Handbook. Some of the materials included here are summarized from this source.

Special thanks goes to Mr. Quincy H. Hale, a library trustee from La Crosse, who graciously shared ideas from their 1965 building project.

NOTES:

1. Wisconsin Public Library System Standards (Madison, Wisconsin, 1974), p. 46-52.
2. Wisconsin Public Library System Standards, p. 47
3. The Public Library Trustee (Chicago, 1970), p. 6.
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The Trustee and Public Relations
Putting It All Together

PR . . . What's It All About?

A library is totally unique in the community. Through the wide range of services and diversity of activities which it provides to both users and the public at large, the library serves as one of the pivotal points around which an involved and healthy community revolves.

The extent to which libraries are equipped to fulfill this vital community role hinges directly on the degree to which it commits itself to the development and implementation of sound public relations policies and programs.

By the very nature of its existence and through every phase of its activity, the library develops "relationships" with various groups of people, or "publics." These include primary client groups, or users of the library and its services; those individuals or groups who should be using its services but are not; those community groups, agencies and local officials whose cooperation the library needs in order to survive at the optimum level of operations; the supporters and Friends of the Library; the press and other media; and the general public.

The quality of these relationships and the amount of involvement and input allowed for from each determines the extent to which the library is able to successfully provide needed services and to win and maintain favorable support.

Although numerous variations exist, a commonly accepted definition of public relations is the following:

> Public relations is the management function which evaluates public attitudes, identifies the policies and procedures of an individual or organizations with the public interest, and executes a program of action to earn public understanding and acceptance.

Public relations is not promotion alone. And promotion will not make a library what it is not. Public relations is a process through which the public perspective is openly and honestly sought and incorporated into the development and planning mechanisms, communications are two-way, and information is complete and provided in the most understandable terms, in the most effective way. Public relations serves to build on the strengths of the particular library and identifies and seeks to correct its weaknesses. The goals and priorities of a credible public relations program are integrally tied to the goals and priorities of the library as a whole.

The Library Trustee's Role in Public Relations

Each library trustee is responsible for:

-establishing public relations policy and direction.
-reviewing and approving public relations plans and programs.
-serving as primary spokespeople and ambassadors of goodwill for the library and its mission.

By their presence and involvement, board trustees help sustain the library's credibility and expertise in the public eye. Trustees attest to the value of the library and its rightful role in the community.

The board of trustees should have a standing committee on public relations just as it has one on finance, administrative services, acquisitions.

Chaired by the trustee possessing an expertise in public relations, the committee is responsible for:

-initiating and reviewing public relations policies and presenting them along with recommendations and program options to the full board for consideration and decision-making.

-working with the head librarian and/or staff specialist or public relations consultant to monitor public relations policy administration and program development.

-viewing the library through the eyes of the key public groups and by doing so helping the board and head librarian make decisions with the interest and attitudes of these publics in mind.

-identifying and establishing public relations priorities and policies consistent with overall library policies and priorities.

The public relations function within the library may be handled on a day-to-day basis by the head librarian, staff specialist or part-time consultant, depending on the staffing and fiscal considerations of each library.

Developing the Public Relations Plan

There are three key steps which must be included in the planning process:

1. Conduct an inventory of the library's public relations needs and problems. This may be done in a variety of ways depending upon the size, location, staffing, budget, etc. of the library.

   For example, weak spots might be revealed by looking for changes or trends in service statistics and user groups. Identify and define each of the library's current key publics and conduct interviews with individuals representative of each. Are they underserved? Overserved? Are there publics which the library should be reaching but hasn't? Why? Review and assess the press and media coverage the library has received over the past three to four years. What kind of picture or image emerges of the library? How frequently have the media covered stories relating to the library's financial situation? Its outreach and community service programs? Why has the coverage been limited and what types of releases or materials were provided to the media in each instance?

   Conduct an audit of the informational materials produced and distributed by the library. Are they understandable? Are they in demand? Conduct sample surveys to learn whether the users find them informational and useful. Why or why not? Review existing mechanisms for citizen involvement. What is the library's relationship to other community organizations: Are they familiar with the services? Limitations? Does the staff receive incorrect or a low number of referrals from other organizations?

   Are local law-makers and influential citizen groups knowledgeable regarding the library's goals, services and priorities? What type of information does the library routinely provide concerning the library's financial needs? Has this information been written or verbal? If verbal, who was the primary source? The board? Staff? Advocacy organizations? Has the written information been brief and understandable?

   After a comprehensive needs inventory, the public relations committee, in conjunction with the librarian and/or public relations staff list needs in order of priority.

   These ordered priorities provide the basic framework for an effective public relations program.

2. The next step consists of a determination of the assets, or strong points of the library. These may include, for example, a strong and influential board, adequate staffing, the efficient provision of services, a solid communication/information link to which community organizations and individuals turn for resources and referrals, good working relationships with the press, the city council or mayor's office, or innovative outreach programs, just to name a few.

3. The final step involves translating the inventory of needs and problems into policy and program objectives. Through consultation with the public relations committee, the head librarian and/or public relations staff develop public information/relations policies and programs to meet the specified objectives. A full listing of objectives and program alternatives are presented along with implementation procedures and timetable to the full board for review.

Monitoring and Evaluating Results

As a public service agency, libraries are accountable to the public. It is the board's responsibility to assure that the public relations program which the library employs are the most cost-efficient and effective possible. Program evaluation is the means through which this is achieved. Further, the evaluation of programs provides valuable indicators of past and present performance so that corrective steps may be taken to aid program success.

Specific methods to evaluate and assess the various public relations programs and activities must be developed by the head librarian and/or public relations staff. Ideally and to the extent possible, an evaluation process is built into each program as it is designed. Doing so will assure a continuous - and almost automatic - monitoring of results.

There are many ways to evaluate or measure the results of specific programs:

1. Information gathering through a review of statistics and other records such as incoming telephone and written information requests, number and nature of civic/community meetings held, attendance at special programs, completed evaluation forms from program participants, number and nature of acquisition requests, etc.

2. Written surveys and in-person interviews of the publics and primary clients to determine if specific program objectives have been met.

3. Review of press clippings and records of radio and television coverage.

4. Review of publication inventory - which brochures or flyers were in demand, number and nature of requests for additional publications, etc.

5. Reports from staff and individual trustees.

6. Evaluation conducted by outside specialists.

A report of the public relations evaluation methods and results along with recommendations for changes and improvements is prepared by the head librarian or public relations staff in cooperation with the public relations committee and presented annually to the board of trustees for planning and policy-making purposes.

The Annual Report is required by law and serves to review, in quantifiable terms, the operations and program performance achieved during the preceding year. The report further provides an exact and understandable accounting of all of the library's completed activities as well as projections for the year to come.

Since the Annual Report also serves to publicize the goals and objectives of the library, it is distributed to all leaders of allied organizations and groups responsible for community planning as well as appropriate local public officials, newspapers and the media.

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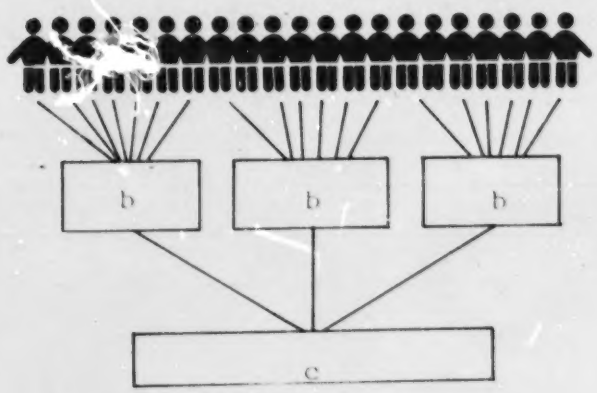
Library Systems
A Network For Action

The long range goal of the state library network is: "EVERY PERSON, WHEREVER HE LIVES IN WISCONSIN WILL HAVE AVAILABLE IN HIS LOCAL COMMUNITY ADEQUATE LIBRARY SERVICES."

To achieve this goal, trustees and librarians developed a plan in conjunction with the Free Library Commission in 1962, entitled "A Design for Public Library Development in Wisconsin: Standards for Measuring Progress."

The design, or plan, stated: "Ideally, all libraries in a natural area should be related, every library should be in a library system and these separate library systems should form a complete statewide network of library service backed up with resources at the national and state level."

The system's most important component is the LOCAL LIBRARY - because it is the vital link between the library user and the system.



a The community library works jointly with the college, school and other special libraries in the area.

b The system headquarters provides in-depth and specialized materials and services.

c State Library (Division of Library Services) provides technical assistance, access to state and university resources and federal library services/ programs.

How Are Systems Organized in Wisconsin?

Chapter 43 of the Wisconsin Statutes provides the specifics which enable libraries to join systems. Systems may encompass one or more counties and may be federated or consolidated.

In a federation, libraries retain their responsibility to the local community and join with other libraries to provide the structure for system service using the county as a base for operation. All multi-county systems are federated.

In a consolidated system, all library service for the area is provided by the county with the local community libraries becoming *branches*. A single library board governs the entire county system. A consolidated county library may be part of a federated multi-county system.

As of January 1979, Wisconsin was reported as having 15 public library systems in operation including 64 of the total 72 counties. Further, 307 of Wisconsin's total number of public libraries were reported as library system users. State aid to library systems totalled $3.7 million in 1979.

How Successful Are Systems in Meeting the Goals of Giving All Wisconsin Citizens Access to Library Services?

Over 3.7 million state residents, or 83% of Wisconsin's population, will have been served by a library system in 1979. As a result of systems development, the number of state residents without access to a public library has dropped markedly from 326,000 in 1973 to 65,078 in 1979.

How Does the System Provide Services?

There are many different system plans for providing services - each designed to meet the special needs of the local users. Systems change rapidly as member libraries become aware of the potential of the systems. Generally, the systems seem to work in the following way:

	Local Public Library	Library System	State Library Services
1.	Purchases materials most needed by local community.	Provides opportunity for shared purchase of materials and supplies to receive greater discount. Purchases films, AV materials, reference and other materials to share throughout system area.	Purchases materials not owned at the system level.
2.	Checks out books, art prints, film, cassette, pamphlets, etc., directly to users. Receives requests for items not available locally and refers request to systems headquarters.	Arranges for inter library loan of books and other materials to fill requests. Photocopies magazine articles to fill requests.	Arranges for interlibrary loans through university, state agency and federal libraries.
3.	Responds directly to user requests for reference information.	Provides answers for questions which cannot be answered at local level through area-wide collection.	Provides answers for questions which cannot be answered by system headquarters library. Conducts computer searches of bibliographic information.
4.	Provides special programs and services to community groups and generally encourages use of facility. Analyzes needs of local community.	Provides resources for programs and special consulting and technical assistance. Studies needs of local communities in system area and prepares plan for services for the system.	Provides consultants services to local libraries and systems upon request. Conducts studies and prepares plans for state's program of library development. Collects and publishes library statistics. Sets standards for library services in state.
5.	Receives and budgets primarily city and county tax revenue.	Receives and budgets money from state and federal taxes, as well as some local tax monies.	Receives state and federal (LSCA) tax money. Approves programs and budgets of systems. Allocates state and federal funds and periodically evaluates programs.

Public library systems also provide:

1) bookmobile and books-by-mail services to rural residents;
2) delivery services to homebound persons and those living in nursing homes;
3) continuing education programs for librarians and library trustees;
4) cooperation with other types of libraries to share resources;
5) services to users with special needs, such as the deaf, blind, Spanish-speaking and Native Americans;
6) publicity and public information materials; and
7) arrangements for on-site borrowing privileges for all residents with all libraries.

What Responsibilities Does the Local Library Trustee Have?

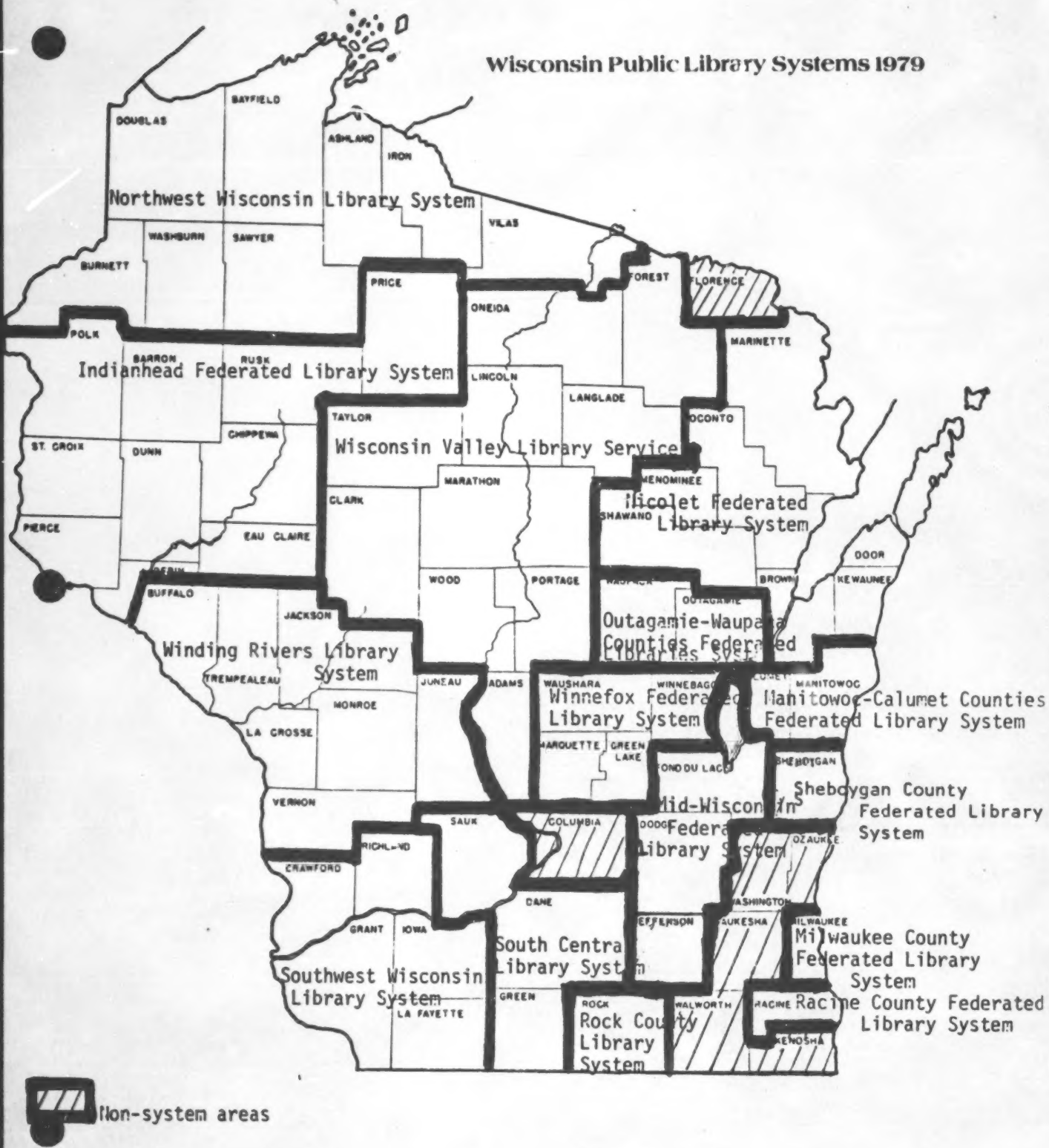
(1) Understand the library system you are in: What libraries are involved? What geographic area does it cover? What are the system's plans, programs and policies? What are its strengths and weaknesses?

(2) Understand how your library fits into the area. What system programs and services does the local library use most? What additional programs and support are needed?

(3) Communicate local needs and priorities through your librarian and directly to the system's board.

(4) Support budget efforts at the local and state level for the financing of the system if you feel after study that you can do so.

(5) Provide a public relations function - tell people in your community about state library networking - encourage them to make use of the services available to them.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Indianhead Federated Library System
Wisconsin Valley Library Service
Nicolet Federated Library System
Winding Rivers Library System
Outagamie-Waupaca Counties Federated Libraries System
Winnefox Federated Library System
Manitowoc-Calumet Counties Federated Library System
Sheboygan County Federated Library System
Mid-Wisconsin Federated Library System
Milwaukee County Federated Library System
Racine County Federated Library System
South Central Library System
Southwest Wisconsin Library System
Rock County Library System
Non-system areas

10/79

Resources and Information

Help Is Available In A Variety Of Forms

State Division for Library Services

The State Division for Library Services is the state library agency in Wisconsin. Consultants on the Division staff are available in person or via telephone to help public librarians and public library system staff improve library operations and services for their users. The Division also operates a Reference and Loan Library which provides materials on interlibrary loan and reference service to Wisconsin libraries and systems.

Consultants can provide information in the following areas:

-Library administration.
-Wisconsin library law.
-Public library system development and services.
-Wisconsin long-range plan for library services.
-Librarian certification.
-Wisconsin library statistics and comparative services.
-Library building construction.
-Service to users with special needs (i.e., handicapped, deaf, blind, elderly, non-English speaking, institutionalized).
-Children and young adult library services.
-Cooperative activities between public and school libraries.
-Cooperative activities between public and academic libraries.
-Continuing education programs for librarians and library trustees.
-Sources of federal funds for libraries.
-New trends in library service at national level.

The Reference and Loan Library provides:

-Materials needed by library users but not available in local library collections or through public library systems.
-Answers to reference questions which cannot be found locally or through public library system resources.
-Access to materials at the University of Wisconsin libraries, Milwaukee Public Library and state agency libraries and other resources as appropriate through contracts with these organizations.
-Experimentation with new audio-visual formats.

The Division for Library services is located within the Department of Public Instruction. The State Superintendent is a constitutional officer and is elected for a four-year term. Send requests for information to the Division for Library Services, 126 Langdon Street, Madison, Wisconsin 53702 or call (608) 266-7270.

LIBRARY ORGANIZATIONS HELPFUL TO TRUSTEES

AT THE STATE LEVEL

Wisconsin Library Association &
Wisconsin Library Trustees Association
201 West Mifflin Street
Madison, WI 53703

The Wisconsin Library Association (WLA) was founded in 1891 as a state-wide organization to bring together educational and cultural leaders of the state who were interested in promoting library development. From an initial group of twenty-six members, fifteen of whom were librarians, the organization has grown to be one of the ten largest state library associations with over two thousand members.

The goal of WLA is to promote the development and improvement of libraries, library services, and librarianship in the state of Wisconsin. Objectives are implemented by a Board of Directors whose officers are elected by the membership. The activities are carried out by 11 WLA committees, and by divisions, sections and roundtables.

The divisions of WLA are organized by type of library and include academic, public and school libraries and public library trustees. These divisions are governed by their own executive boards with many functions being carried out by divisional committees.

Sections promote and develop specific library functions and services such as reference or technical services.

Roundtables consist of interest groups which are not large enough for division or section status.

WLA is affiliated with the American Library Association through chapter status, is represented on the ALA Council and is also affiliated with other professional groups such as the Wisconsin Academy of Science, Arts and Letters.

Wisconsin library trustees have organized their own professional organization - the Wisconsin Library Trustee's Association (a division of the Wisconsin Library Association). The stated purpose of WLTA is "furthering good relationships between public library trustees and their libraries and to seek the best possible library services.

The WLTA has been active in providing trustee workshops and training programs supporting library legislation, and in 1979, the development of this manual. The WLTA publishes a bi-monthly newsletter with a column devoted to WLTA news and issues.

Each year WLTA members also participate in the larger Wisconsin Library Association Annual Meeting held in October - which provides trustees an opportunity for discussion with librarians as well as trustees from other parts of the state. Here they exchange ideas, problem-solve, and hear library leaders discuss new developments, issues and trends in librarianship. The WLTA recognizes the outstanding service of a library trustee through the presentation of the Library Trustee of the Year Award.

Each trustee will want to consider joining the WLA, WLTA and the parallel organizations at the national level.

AT THE NATIONAL LEVEL

American Library Association &
American Library Trustees Association
50 East Huron Street
Chicago, IL 60611

The American Library Association is the main professional association in the United States for librarians and all others who are associated with libraries. The mission of ALA is to promote and improve library services and librarianship. The ALA has undertaken extensive publication activities to support its mission.

The trustee who has business in Chicago would find a visit to the ALA executive offices a rewarding and inspirational experience.

The American Library Trustee Association (ALTA) is a division within ALA dedicated to the concerns of trustees. This is the only national organization for library trustees and public library trustees form the major part of the ALTA membership. Membership is open to trustees from all types of libraries, librarians, libraries as institutions and Friends of Libraries.

ALTA helps trustees through:

1. assisting in orientation and training of new trustees;
2. providing publications on trusteeship;
3. conducting workshops, seminars and symposiums on matters of interest to trustees;
4. providing general and technical assistance; and
5. providing information to elected/appointed officials on library needs and trends.

AT THE LOCAL LEVEL

FRIENDS OF THE LIBRARY

"Friends of the Library" are organized citizen groups who voluntarily work to support the library causes and services. The organizations differ widely in their program activities depending on the size of the library, size of Friends group and needs of community.

Examples of the range of activities undertaken by Friends:

Soliciting support for bond issues for new facilities.

Working for passage of increase tax appropriations to improve existing services, resources and facilities.

Developing public understanding of libraries and their vital role in today's society.

Encouraging bequests, endowments and gifts of books, records, films and other materials.

Sponsoring speakers, book reviews, book fairs, film programs, art exhibits, and other cultural programs.

Contacting legislators to make them aware of library needs and to gain their support for library legislation.

Organizing fund raising activities.

Contributing to library staff development through funding institutes, in-service programs and opportunities for advanced study.

Developing useful volunteer library aid programs under the direction of the library staff.

The Friends groups are incorporated as non-profit organizations, have their own by-laws, boards, committees and policies. They decide upon their own mission, goals and objectives and service activities coordinating their work closely with the library board and staff.

It is important that the trustees develop a strong partnership with the Friends without dictating to them, or losing their own autonomy. To accomplish this a coordination/cooperation plan should be generated which might include some of the following:

1. Regular but informal meetings of the chairman of the board, President of the Friends and the librarian.

2. An annual joint meeting of the boards of trustees and Friends structured to review the work plan of each organization (as well as have members get acquainted.

3. Endorsements by either organization of special activities or projects of the other.

4. A shared newsletter

5. A shared broadcast or series.

6. Committees for specific problems or issues.

It is also important that the trustees and Friends develop written sets of policies defining their mutual roles and relationships to prevent misunderstandings and conflict situations before they occur.

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ATTACHMENT I

WISCONSIN LIBRARY ASSOCIATION

BOARD OF DIRECTORS

PRESIDENT
PAST PRESIDENT
VICE-PRESIDENT
SECRETARY
TREASURER
ALA COUNCILOR
DIVISION CHAIRMEN
DIVISION VICE-CHAIRMEN
ADMINISTRATIVE SECRETARY

COMMITTEES

AWARDS AND HONORS

INTELLECTUAL FREEDOM

LIBRARY DEVELOPMENT AND LEGISLATION

LIBRARY CAREERS

MEMBERSHIP

ORGANIZATION

PUBLIC RELATIONS

LITERARY AWARDS

DIVISIONS

ASSOCIATION OF ACADEMIC LIBRARIANS

ASSOCIATION OF PUBLIC LIBRARIANS

SCHOOL LIBRARY MEDIA ASSOCIATION

WISCONSIN LIBRARY TRUSTEES ASSOCIATION

SECTIONS

CHILDREN'S AND YOUNG PEOPLE'S SERVICES

EDUCATION

HEALTH AND REHABILITATIVE LIBRARY SERVICES

REFERENCE AND ADULT SERVICES

TECHNICAL SERVICES

ROUND TABLES

JUNIOR MEMBERS

MOBILE SERVICES

SPECIAL COMMITTEES

APPOINTMENTS

NOMINATING

RESOLUTIONS

APPOINTEES

ALA FEDERAL COORDINATOR

HISTORIAN

JOINT COMMITTEE ON EDUCATION

PARLIAMENTARIAN

WISCONSIN ARTS COUNCIL

WISCONSIN ACADEMY OF SCIENCES, ARTS, AND LETTERS

P

ORGANIZATION CHART

ATTACHMENT II
Glossary to Commonly Used Library Terms

Acquisition - The process of acquiring the library materials which make up the library's collection.

Audio-Visual - Communication resources which rely on a device for transmission, reproduction, or enlargement to be effectively utilized or understood (e.g., films, tapes, records, etc.). Excluded are print and print substitutes.

Call Numbers - The notation used to identify and locate a particular book on the shelves; it consists of the classification number and author number, and it may also include a work number.

Cataloging - The process of describing an item in the collection and assigning a classification (call) number.

Circulation - The activity of a library in lending materials to borrowers and the recording of these loans.

Collection - The total accumulation of all library materials provided by a library for its clientele.

Interlibrary Loan - A transaction in which library material is loaned by one library to another outside its branch system for the use of an individual patron.

LSCA - Libraries Service and Construction Act. Enacted to assist the states in the extension and improvement of public library services, to provide funds for library construction, to strengthen state library administrative agencies, and to promote interlibrary cooperation among all types of libraries.

Media - Printed and audio-visual forms of communication and any necessary equipment required to render them usable.

Mill Rate - The number of mills (one mill equals one-tenth of a cent) which is multiplied by the valuation (assessed or adjusted) of property to determine the amount of tax to be paid by the property owner.

M.L.S. - Master of Library Science - graduate degree from a library school or department.

Network - Two or more library systems engaged in a common pattern of information exchange, through communications for some functional purpose.

Non-resident - A person not residing within or paying taxes to the governmental unit which provides funding for library service.

Periodical - A publication with a distinctive title intended to appear in successive numbers or parts as stated or regular intervals and as a rule, for an indefinite time.

Processing - The carrying out of the various routines before material is ready for circulation.

Reciprocal Borrowing - An arrangement making it possible for a person registered at one library to borrow materials in person from any other library in the system upon presentation of a library card or other identification validated by the home library.

Selection - The process of choosing the books and other materials to be bought by a library.

Serials - A publication issued in successive parts at regular or irregular intervals and intended to continue indefinitely. Includes periodicals.

State Aid - An item of state expenditure for strengthening and improving public libraries.

Station - A public library agency in a store, school, factory, club or other organization or institution, with a small and frequently changed collection of books, and open at certain designated times.

Vertical File - Items such as pamphlets, clippings, pictures, etc., which because of their shape and often their ephemeral nature are filed vertically in drawers for ready reference

Weeding - The selection of library material from the collection to be discarded or transferred to storage.

LIBRARY ACRONYMS

AALS - Association of American Library Schools
AASL - American Association of School Librarians
ABA - American Book Sellers Association
ACRL - Association of College and Research Libraries
AEPI - American Educational Publishers Institute
ALA - American Library Association
ALTA - American Library Trustee Association
ASCLA - Association of Specialized and Cooperative Library Agencies
ASLA - American School Librarians Association
BAVI - Bureau of Audio-Visual Instruction*
CBC - Children's Book Council
CCBC - Cooperative Children's Book Center*
CESA - Cooperative Educational Service Agencies*
CLENE - Continuing Library Education Network and Exchange

CLR - Council of Library Resources
CNLA - Council of National Library Associations
COLD - Council on Library Development *
COWL - Council of Wisconsin Libraries *
DLS - Division for Library Services*
DPI - Department of Public Instruction*
ECB - Educational Communications Board*
EFLA - Educational Film Library Association
ETN - Educational Telephone Network*
FOWL - Friends of Wisconsin Libraries*
FTRF - Freedom to Read Foundation
IFC - Intellectual Freedom Committee
IFLA - International Federation of Library Associations and Institutions
JOLA - Journal of Library Automation
LAMA - Library Administration and Management Association
LC - Library of Congress
LED - Library Education Division (ALA)
LJ - Library Journal
LSCA - Library Services and Construction Act
MFLA - Midwest Federation of Library Associations
MLS - Master of Library Service
NCLIS - National Commission on Library and Information Science
NLW - National Library Week
NMA - National Microfilm Association
OLPR - Office for Library Personnel Resources
OLSD - Office for Library Service to the Disadvantaged
PAL - Program Aids for Libraries
PLA - Public Library Association
PLT - Public Library Trustee
PRSA - Public Relations Society of America
SCOLE - Standing Committee on Library Education

*Wisconsin Organizations

SLA - Special Libraries Association
USOE - U.S. Office of Education
VTAE - Vocational, Technical, Adult Education Institutes*
WAAL - Wisconsin Association of Academic Librarians*
WAPL - Wisconsin Association of Public Libraries*
WAVA - Wisconsin Audio Visual Association*
WILS - Wisconsin Interlibrary Loan Service*
WLA - Wisconsin Library Association*
WLB - Wilson Library Bulletin or Wisconsin Library Bulletin*
WLTA - Wisconsin Library Trustees Association*
WSLMA - Wisconsin School Library Media Association*

*Wisconsin Organizations

ATTACHMENT III
Periodicals Helpful to Library Trustees

There are useful periodicals available from both state and national sources. The library trustee may contact these sources or obtain periodical copies from their local library. The following list includes some of these:

Americal Libraries (formerly ALA Bulleting). (Monthly, except bi-monthly, July-August). Included in membership in American Library Association.

Channel DLS. Bureau of Public and Cooperative Library Services, Division for Library Services, 126 Langdon Street, Madison, Wisconsin 53702.

Library Trends. Urbana, Illinois: University of Illinois Graduate School of Library Science. Each issue is concerned with one aspect of librarianship such as governance of libraries, employe organizations and collective bargaining, community analysis, library cooperation, federal aid.

Library Journal. (Twice a month September through June, monthly July and August). R.R. Bowker Co., 1180 Avenue of the Americas, New York, N.Y. 10036.

Library Trustee Newsletter. Available from P.O. Box 110, Glen Ridge, New Jersey 07028.

Public Libraries. Published by the Public Library Association for its members.

Public Library Quarterly. New York: The Haworth Press, Vol. 1 No. 1 scheduled for publication in January 1979.

Public Library Trustee (quarterly). Included in membership in American Library Trustee Association.

Washington Newsletter. American Library Association Washington Office, 110 Maryland Avenue, N.E., Washington, D.C. 20002.

Wisconsin Library Association Newsletter. Included in WLA membership.

Wisconsin Library Bulletin. Bureau of Public and Cooperative Library Services, Division for Library Services, 126 Langdon Street, Madison, Wisconsin 53702.

ATTACHMENT IV

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